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ABSTRACT

This text explains the role of boards, commissions, and councils for parks and recreational programs in generating funds and involving volunteers in local service. The text covers functional differences and structural differences between administrative bodies, policy-making bodies, and advisory bodies. Special attention is given to small group dynamics and the role of minorities and women in park and recreation management. Listings of state and federal agencies dealing with park and recreation and federal acts on park and recreation are appended. (JD)

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Effective Parks & Recreation Boards & Commissions

Hilmi Ibrahim
Robert Banes
Gus Gerson

A Project of the American Association for Leisure and Recreation— An Association of the American Alliance for Health, Physical Education, Recreation, and Dance

SP 029 816

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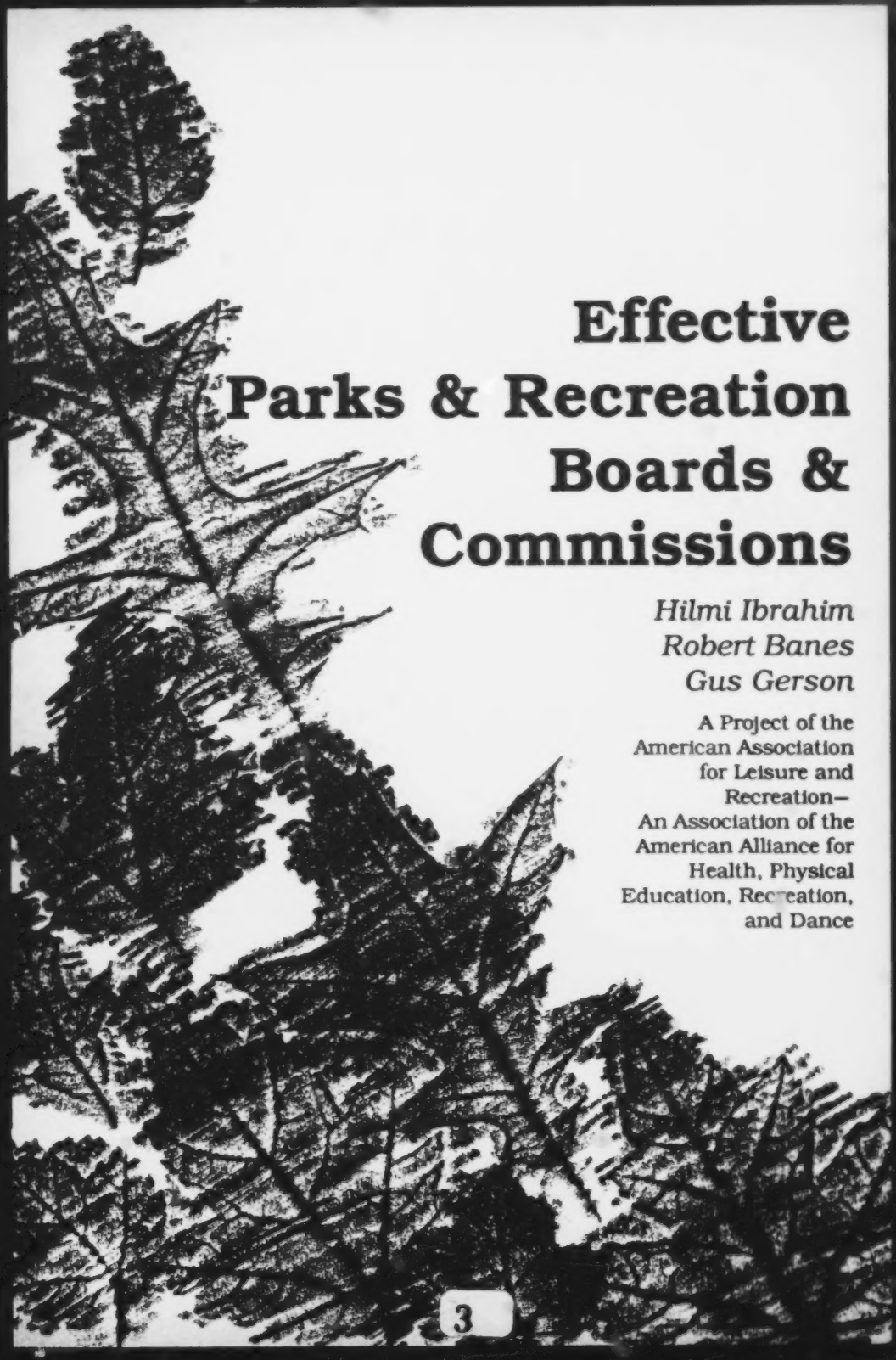

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Dedicated

to
The Thousands
of
Park and Recreation
Board Members and
Commissioners
for
Their Selfless Dedication

photo by Greg Merhar

PREFACE

When the Publications Committee of the American Association for Leisure and Recreation called for manuscripts on Park and Recreation Commissions and Boards, it signalled the need for a comprehensive coverage in an area which has not been dealt with in the literature for a long time.

The three of us met and decided to accept the challenge for a number of reasons. First, there are over thirty years of experience among the three of us in Park and Recreation Commissions and Boards. Secondly, the review of literature showed that the most recent publication dealing with Park and Recreation Commissions and Boards, on the national level, is over twenty five years old. Thirdly, many things have happened in the interim to warrant a new publication.

We embarked on the task with many readers in mind:

-New commissioners and board members who need to understand their roles, responsibilities, and obligations.

-Veteran commissioners and board members who would like to sharpen their skills, knowledge, and techniques.

-Professionals in park, recreation, and leisure delivery systems who would like to learn about boards and commissions.

-Members of boards and commissions in areas other than park, recreation and leisure who would like to study group dynamics in general.

-Public administrators who would like to brush up on the role of boards and commissions on the different levels of governments.

-Citizens who are interested in local, state, and Federal governments' relationships to boards and commissions.

We hope that they may find this volume useful. We share with them the desire to enhance the quality of life for

every citizen via the avenues we all love and cherish; park, recreation and leisure.

H.I.; R.B.; G.G.
June 21, 1987

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--the Authors

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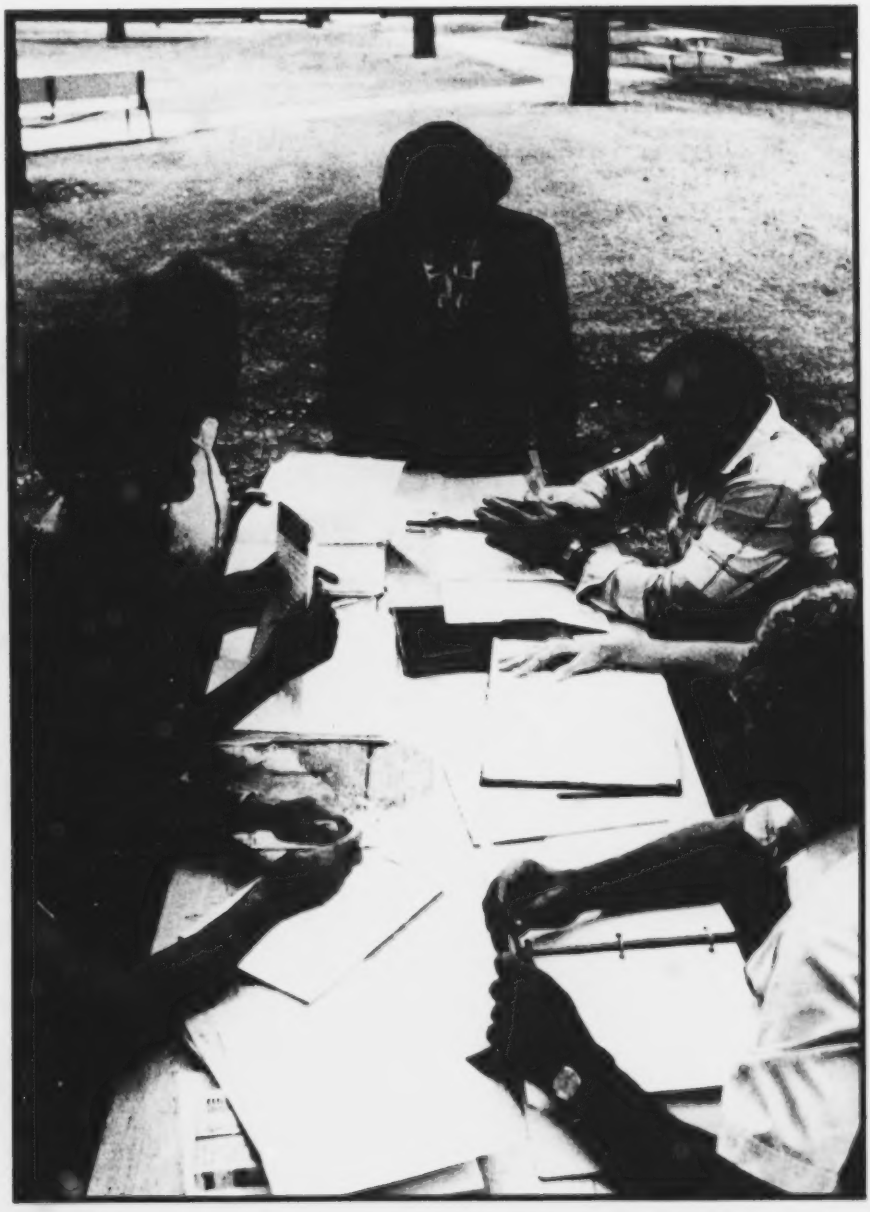


PART ONE

FOUNDATIONS

1 - Philosophic Bases

2 - Historical Background

photo courtesy U.S. Bureau of Outdoor Recreation

1 - PHILOSOPHIC BASES

It was Aristotle who said that "men come together in cities in order to live; they remain together in order to live the good life." Americans found that this dictum could be true if they were willing to share in the affairs of government. From the very beginning, local government in New England became a community affair among the early settlers. No one was to settle on land without a grant, and it was the policy to award such grants only to groups of seven or more persons who desired to live and worship together. A practice developed whereby persons were fined for being absent from town meetings and for not attending church. The control of town affairs was handled at the annual town meeting and at special meetings that were called from time to time. The town meeting became a representation of democracy in its purest form.

At the annual town meeting, the citizens chose a committee of select men to supervise the affairs of the town. Their powers, held in reserve by the citizens, enhanced the concept that the selected officers were the servants and not the masters of the people. While the governor of the colony was responsible for dividing it into counties, counties were not as dominant in New England as they came to be in the South because of the rural lifestyle which developed there. But despite the relative distance between settlers, participation in local affairs was witnessed in the South as well.

With independence and the adoption of the Constitution, participation in local affairs continued to the

admiration of two foreign observers. The first, Alexis de Tocqueville, a French Statesmen, expressed his admiration of local participation with these words in 1835:

> In the township, as well as everywhere else, the people are the source of power; but nowhere do they exercise their power more immediately. In America the people form a master who must be obeyed to the utmost limits of possibility....the municipal institutions constitute the strength of free nations. Town meetings are to liberty what primary schools are to science; they bring it within people's reach, they teach men how to use and how to enjoy it. A nation may establish a free government, but without municipal institutions it cannot have the spirit of liberty (1954:61).

A few years later, the Englishman, James Bryce, described small American communities as follows:

> ...tiny fountain-heads of democracy, rising among the rocks, sometimes lost altogether in their course, sometimes running underground to reappear at last in fuller volume. They suffice to show that popular government is not a new thing in the world....These examples justify the maxim that the best school of democracy and the best guarantee of its success, is the practice of local self-government (1921:131)

The American Citizen and His Local Government

As the New England town grew in population, local problems became too complex to be solved in town meetings. Significant modifications were needed, and in fact,

developed in two directions. The first was the idea of representation, whereby the right of any citizen to speak at the town meeting continued, while voting was restricted to a group of delegates or representatives. This was the step that led to the appearance of a city council. The second development was the concept of a city manager who was appointed by the representatives. The city manager was responsible to these representatives, not to the town meetings as such.

It became necessary that the council-manager give annual reports and hold public hearings to keep the citizenry--to whom he was accountable--informed. As the urban population increased in the United States, demographic changes took place among the residents of most cities. The population became divided into small publics rather than the single monolithic public that had dominated town meetings in New England. A person's occupation, area of residence, tax bill, level of service received, and the like became important factors in each citizen's relationship with his local government. The need for citizen's input became evident. The idea of an advisory board would have been sufficient if it were not for the historical accident that took place in Galveston, Texas in 1901. Following the wake of a devastating hurricane there, the state legislature suspended the council and substituted a commission of five members to restore the city as soon as possible. The commission attacked its task with great zeal and the plan was heralded as successful. A new plan was adopted that each commissioner would become the head of a department or two. The commissioner's form of government came into vogue for a while, but when the zeal behind

the "commission" waned, this form proved to be less effective. But the concept of a "commission" was born and gave way to the idea of forming an "enthusiastic" group to look to and become involved in a particular area of service. Recreation was not included as an area of service to be provided; America was still too puritanical for this.

The Puritans viewed play and recreation as sinful. They adopted a work ethic emphasizing the virtues of industry, sobriety, frugality and simplicity of living. The idea was to create "the kingdom of God" on earth. Eventually, this ethic lost some of its influence, and the negative attitude towards recreation was relaxed around the turn of the 19th century. Yet, recreation was to be provided, not by a governmental agency, but through voluntary associations such as the Hull House of Chicago, the Young Men's Christian Association, the Young Women's Christian Association, the Boy and Girl Scouts, the Boy's Club, and the like (Ibrahim, 1979:291-332).

Great concern developed for the children who lived in the industrial slums. The industrialization of America may have promoted a strong economy, yet poverty, disease and crime continued in the deteriorating urban centers of the Northeast. This humanitarian attitude led to the development of the Recreational Service Movement of the mid 1800"s; however, recreation did not become a municipal concern until much later.

Volunteerism in America

According to the United Way (1979a:4), two interrelated concepts had an impact on the growth of volunteerism in America:

Democracy: From the discussion above, it is clear that the belief in fostering individual's freedom, rights and dignity existed from the very beginning of the formation of the American society.

Humanitarianism: Also, from the very beginning of the formation of American society, one was expected to help others, whether in need or not, and to contribute to the welfare of the community.

Volunteerism has gone through many changes since the colonial community joined together to build a town hall. While the Industrial Revolution brought about a movement to assist the needy, the 19th century saw a secular trend in social services paralleling and sometimes replacing the previous religious one. Also, business and industrial magnates poured millions of dollars into medical, educational and social associations. Unifying their fund raising activities was the natural reaction to the unevenness with which the money was being received by these associations.

During the Depression, voluntary agencies were hit hard and sought direct government help. The government in turn was becoming involved directly in providing help to the needy and the indigent. Other efforts on the part of the federal government included providing work for the multitude of American unemployed. Building recreational facilities across the nation was one means to this end.

Today, it is estimated that voluntary services and citizens' participation include forty million volunteers working in charitable, church, community and other related services (MacLean *et al.*, 1985:267). These services include, but are not limited to, the following:

Fund Raising: Aid in promoting community drives through articles, mass media interviews or personal contacts, ticket-selling for special attractions, or duty at the concession stand.

Leadership Roles: Leadership in scout troops or sponsoring a church dance are some of the service opportunities provided in many communities.

Professional Services: Representatives of most professions give their talents and energies to community concerns. Guiding the planning and layout of facilities, conducting physical examinations for youngsters, directing discussions or lectures, drawing up promotional materials, and instructing special classes are examples of community outlets for professional talents.

Transportation and Communication: Some services provide chauffeurs to the young, elderly, disabled or others who are without transportation. The homebound, who are unable to participate in other activities, find a real opportunity to help community organizations by providing telephone contacting services for special events. Such contacts often make the disabled less isolated.

Visiting the Ill and Disabled: Individuals and groups find visiting the homebound or institutionalized, in person or by letter, a rewarding service. "Forgotten patient" programs in mental hospitals give both patients and visitors satisfaction and lasting rewards.

Officiating at Athletic Events: Whether the sport activity is a seasonal, special or weekly affair, good officiating is necessary. Extra services are always needed for official timing, scoring, refereeing and umpiring if the event is to be

beneficial for the participants. Many adults find pleasure in coaching athletic teams in community leagues.

One-Time Specials: Special events give wide opportunities for service activities. The garden club may hold "planting day" to give the playground or park the needed look. Another group might prepare a meal for the drama club, and a third may judge costumes in the local parade.

Service Clubs: The programs conducted by the many civic and service clubs such as the Lions, Kiwanis and Rotary are initiated and developed with a service motive.

Along with the above, the United States Government has an agency which administers volunteer service programs, known as ACTION. ACTION's purpose is to mobilize Americans for voluntary service throughout the United States and in developing countries. Its activities include the following:

The Foster Grandparents Program: Part time volunteers are sought for the aged population to render supportive services in health, education and welfare.

Retired Senior Volunteer Program: Volunteers are sought from the aged population to provide assistance to those who need it in the local community.

Volunteers in Service to America: This program supplements local efforts to eliminate poverty and related problems. Volunteers of all ages and walks of life are recruited.

National Student Volunteer Program: This program is designed to provide technical assistance, materials, on-site consultation and training for students who are serving as part-time volunteers.

The Senior Companion Program: This program provides part-time services to low-income senior citizens, sixty years of age and over, who have special or exceptional needs.

Mini-Grant Program: This program provides a small amount of money for use by local nonprofit organizations to mobilize local volunteers to work on human, social and environmental needs.

The National Center for Service Learning: This program provides support for independent student-learning programs at the secondary and post-secondary levels.

The Urban Crime Prevention Program: This program utilizes volunteers to develop crime prevention projects for low and moderate income neighborhoods.

Peace Corps: Congress has declared that the Peace Corps is to promote world peace and friendship through the use of volunteers to help the peoples of other countries.

Although the decades after World War II witnessed an interest in citizens' involvement in their local affairs, it was in the 1960's and 1970's that a dramatic increase in the development and implementation of citizen advisory boards took place. Currently, most public and many private delivery systems require participation by citizens on boards or committees that act in an advisory, policy-making or administrative capacity.

Purpose and Characteristics of Citizens Boards

In examining the purposes and goals of citizen advisory boards, an overview of the social context from which they developed was provided in the previous section.

The idea of citizens monitoring the functions of social and civic programs can be traced to the early settlement of the continent; however, much of the current interest in involving citizens has come out of the widespread social unrest of the late 1960's and the early 1970's. In its attempt to end the unrest, a great deal of public legislation has mandated the development and implementation of citizen advisory boards (Parks, 1980). The federal government has become the forerunner in this respect.

A number of social contextual factors stemming from this period have been linked to the development of citizen advisory boards (Langton, 1978):

1) A growing social belief that given the proper resources people have the ability and potential to resolve their own problems.

2) A belief that no one can identify the needs of the citizens better than the citizens themselves.

3) The recognition that many local programs are not addressing the real needs of their constituents.

4) The realization that the expansiveness of bureaucracies makes it impossible for them to adequately control programs at the local level.

5) The recognition that social conflict and chaos can result from constituent feelings of alienation and powerlessness.

6) A growing feeling that people have the right to be involved in decisions which impact their lives.

Whereas the above contextual factors provide us with the basic motivation behind citizen involvement, Parks (1980) has stipulated that they do not account for the "advisory board" format so prevalent in this movement.

Although she was unable to identify any definitive rationale for the overwhelming support and use of the "group model" in citizen participation endeavors, she forwarded the following likely reasons:

1) The advisory board structure offers an economic way for agencies to receive and respond to citizen input. Staff energy and time can be saved by meeting with groups rather than individuals.

2) The advisory board structure provides a common and safe ground for interest groups to meet, exchange ideas, and do common problem solving.

3) The advisory board format offers agency administrators a means to balance input from community sources and thus ensure equal representation.

4) The advisory board structure offers interpersonal support to individual citizens. In addition to stimulating and helping to maintain citizen interest, this group dynamic empowers citizens by giving them a sense of "we-ness." In effect, their influence is enhanced by the fact that they are a group with common interests and common ties.

Given the common roots that led to the rise of advisory boards in America, one might expect to find a great deal of similarity among them. Parks (1980) points out that research indicates such is not the case. Boards vary in structure, composition, powers and responsibilities as we shall see in the discussion of park and recreation boards and commissions later.

While it is clear from research that a definitive description of a citizen advisory board is rather difficult to postulate, a few characteristics are shared by most citizen advisory boards:

1) These boards are linked to their structural relationship with the host agency. Although it is usually directly connected to an agency, the posture of these boards is generally one of independence and self direction. Each board has its own officers, runs its own meetings, and sets its own agenda. Moreover, the agency staff are not voting members of the board.

2) The role of the agency staff in these settings is primarily of an ancillary nature. The staff provides information, technical assistance, training and manpower. The staff may guide and assist in the group process initially, but once the board is on its feet, staff involvement takes to the sidelines.

3) Citizens advisory boards are set up, on the whole, as ongoing bodies. They are intended to function as long as there is a program with which the board is concerned. The membership may change from year to year, but the board itself is a permanent entity.

4) Once a board is established, its membership is closed. In other words, membership does not change from meeting to meeting, or month to month. This insures continuity. New members may come in, but usually in a staggered fashion.

5) Citizens' advisory boards tend to have service program recipients and laypeople to whom their services are directed. While this is important, it tends to create some concerns for members' qualities and orientations.

Effectiveness of Citizen Boards

By its very nature, a citizen board brings with it laypeople who are not always skilled or knowledgeable about

the technical aspects of the delivery system. Another problem which will be addressed in this volume is that most new members are not familiar with group decision-making and problem-solving techniques. A third problem facing a citizen board is that the board members, being service recipients, are usually more critical and less sympathetic than staff members. It seems that receiver orientation brings with it a sense of mistrust in the establishment. A rift may result between the board and the staff.

On the other hand, boards are found to be effective in the following areas:

1) Increase in the flow of information between constituents and agency.

2) Improvement in the quality, relevance and effectiveness of programs.

3) Improvement in the attitudes of the service provider.

4) Improvement in the sensitivity of the provider to local needs.

5) Improvement in citizen attitudes toward the agency.

6) Increase in citizen control over the services.

2 - HISTORICAL BACKGROUND

The members of an advisory board dealing with park, recreation, and leisure services must have an understanding of the historical development of their position because an understanding of history allows a member an insight into the mores, convention and protocol of advisory boards, as well as giving one a tool to predict the future from the past. First, three areas of parks, recreation and leisure should be delineated.

Leisure is looked upon as a state of being which allows one to participate in certain activities during free time. Free time had to be gained, and only the elite among the Greeks had it. While the slaves labored, the masters gathered at the foothills of Mount Olympus for their first games in honor of Zeus. The first games were organized by one man, but the second games needed a committee of volunteers, perhaps the first advisory board for recreation ever.

Once organization has set in, the free time activity may be called recreation. This term describes those voluntary, yet organized, activities in which one participates for his or her own sake, not for monetary returns. Since such activities had to take place in a designated site, the Greeks had their *agoras* and the Persians had the *paradeisos*. It was the ruffled hunting estates of the Normans, or *parcs*, that gave us the term park.

Recreational activities and their location--the park--continued to be limited to the rich during the Middle Ages and beyond. From the 14th and 15th century Italians, we received the highly formal, unnatural and geometrically

balanced gardens of the Renaissance. A different concept emerged in England. This was the wooded area, thousands of acres in size, to which the wealthy escaped for hunting, sporting and relaxing.

The 19th century saw Paris transformed. Its crowded accumulation of dwellings, streets and businesses was opened up by tree-lined "promenades," fountains, and gardens. Across the English Channel, the Industrial Revolution was wreaking havoc upon the urban centers (Fazio, 1979:197-198).

Early Local Offerings

In America, the commons played an important role in providing public open space. The earliest known commons was established in 1634 by Boston commissioners. William Penn decreed a ten-acre square in the center of Philadelphia in 1682 as commons. Another ten-acre square was provided in Savannah in 1733. The same idea was to be followed in the plan of Washington City. In 1839, Fort Dearborne Park was developed by Chicago.

New York Central Park was the first planned urban park in America. It was authorized in 1853, thanks to the effort of Frederick Law Olmsted. A decade later, Philadelphia acquired the site for Fairmount Park. By the turn of the century, numerous park sites sprung up around the country.

When Dr. Maria Zakrzewska returned from a visit to Berlin, Germany, in 1885, she promoted the idea of a sand garden in her native Boston. A large sand pile was placed in the yard of the Children's Mission on Parmenter Street, where fifteen children attended this first playground, open

three days per week for six weeks during July and August. In 1887, paid matrons were employed, and in 1893, a supervisor and trained kindergarten teachers conducted play activities. Funds for operating the playground were provided by the Massachusetts Emergency & Hygiene Association, and in 1899, the City Council allocated $3,000 toward meeting the cost.

Due to the success of Boston's sand gardens, a playground was opened in New York City in 1889, and in 1892, a "model" playground was opened in the Hull House of Chicago.

The first municipal park management agency was established in 1882 to administer the now growing Boston Metropolitan park system. In 1895, Essex County, New Jersey, started a county park system. Chicago was the first municipality to start a bond issue of $5 million in 1903, which was passed with an overwhelming 83% of the votes.

Los Angeles established the first "Board of Playground Commissioners" in 1904. The Commission's role in developing a progressive system of city parks did not go unnoticed.

It was the state of New Jersey that passed the first enabling legislation authorizing local governments to provide programs under the jurisdiction of public agencies.

As more and more playgrounds opened around the country, a small group of dedicated individuals, Jane Adams, Henry Curtis, Luter Gulick, and others, met in Washington D.C. in April 1906. This group held a meeting at the White House, and organized the *Playground Association of America* with a magazine, *Playground*, to voice its concerns. The name of the group was changed to *Playground and*

Recreation Association of America in 1911, to *National Recreation Association* in 1926, and finally to *National Recreation and Park Association* in 1965, through the merger of several organizations. The first issue of *Parks and Recreation* magazine was published in 1917 by the *American Institute of Park Executives.* It was during the 1932 Olympics that Los Angeles hosted the first International Recreation Congress, but an international association was not formed until 1956, the *World Leisure & Recreation Association* (Butler 1940:61-75).

The State Role

When the United States government granted Yosemite to California in 1864 and later granted the Mariposa Big Tree Grove, it signalled the States' involvement in parks and recreation. Yosemite was to be held for public use and recreational benefit for all time. In essence, Yosemite was the first state park ever. It was declared a national park, to be administered by the U.S. Department of the Interior, in 1872.

In 1885, New York established a state forest reserve in what is now Adirondack State Park, the first continuing state park. In the same year, Michigan acquired Fort MacKinac for the same purpose. Pennsylvania took measures in 1898 to protect its forest area. Women's groups were instrumental in preserving the scenic value of the Palisades between New Jersey and New York in 1900.

In 1919, Illinois established a Division of Parks and Memorials within the Department of Public Works, with Indiana following with a Division of State Parks within its Department of Conservation. The Depression brought

federal funds that helped recreation facilities and services. The Surplus Property Act of 1944 was amended in 1948 to allow certain federal lands to be converted to state park and recreational areas. A great spurt came in 1965 with the Land and Water Conservation Act, which motivated the states to prepare recreation plans. In the same year the National Foundation of the Arts and Humanities was established, which led to the formation of state committees. These in turn helped state agencies dissipate federal funds for recreation. All of this ended with the Reagan Administration.

Nonetheless, the state serves many functions in park, recreation, and leisure services, as follows, (MacLean *et al.*, 1985:103-115):

Enactment of Permissive Legislation: More on this item later.

Provision of Facilities and Services: About forty-one million acres of state-owned facilities are used for recreation across the United States. Some of these facilities have recreation programs.

Propagation of Wildlife: Each state has administrative units which are responsible for stocking lakes and rivers, managing bird and animal sanctuaries, and regulating hunting and fishing.

Research and Education: Study of population, demography and business trends is a function of the state. Also a state function is the dissemination of knowledge, formally through public colleges and universities and informally through bulletins and booklets.

Establishment of Standards: Standards in recreation are meant to protect the resource and the user of such a resource, be it a park, forest, lake, camp or beach.

Promotion of Tourism: Tourism is one of the leading industries in the nation. It is incumbent upon the states to promote tourism.

Services to Local Subdivisions: Counties and municipalities need information on financing, training and evaluating. Most states need a helping hand.

Cooperation with Federal Agencies: As will be shown in the next section, the federal government is not only the largest real estate agency in the country, but also it controls large sums of money and has legal basis for assistance in promoting parks, recreation and other leisure services.

Federal Involvement

When California administered Yosemite valley in 1864, the governor appointed a commission which recommended expanding the park as suggested by pioneer conservationist John Muir. California Representative Vanderver introduced a bill to establish Yosemite National Park in March 1890. Two years later, John Muir and twenty-six others formed the Sierra Club (Chubb & Chubb, 1981: 510-544).

National Parks: Yellowstone had already been enacted as a national park. But the protection provided by the Act of Congress was not sufficient, and predation of artifacts and natural curiosities continued until the Antiquities Act was passed in 1906. Its purpose was to protect the remnants of Indian populations, such as the dwellings of Mesa Verde. The act gave the President of the United States the

authority to proclaim national monuments. Teddy Roosevelt invoked this power eighteen times, preserving Devil's Tower in Wyoming, the first national monument.

On August 25, 1916, President Woodrow Wilson signed the National Park Service Act. Currently, the National Park Service supervises a total of thirty-two million acres located in forty-nine states, Washington D.C., Puerto Rico, and the Virgin Islands. The National Park Service is also in charge of National Monuments, Historic Sites, National Recreation Areas, and some river units, parkways, and Washington D.C. parks.

National Forests: Parallel to the national parks are the national forests which total 188 million acres, most of which are in Pacific or Mountain Census regions. These forests are managed by the United States Forest Service under the Department of Agriculture for timber production, livestock grazing, water supply, recreation, and fish and wildlife purposes. Such multiple use is contrasted to the national park's original purposes of preservation and pleasure. Today, our national forests contain more than 6,400 picnic areas, 320 swimming beaches, 850 boating areas, and 210 winter sport areas. They receive over 200 million visitor-days annually.

Land Management: The role of the Federal Government in park and recreation cannot be properly assessed until it is realized that the United States Government still holds 452.7 million acres or one fifth of the land in the United States. Nearly two thirds of this land is in Alaska, and most of the rest is in Nevada, Utah, Wyoming, Oregon, and California, in descending order. Most of this land is held by the Bureau of Land Management.

Other Agencies: Many recreational opportunities are provided in the National Wildlife refuge system, which is administered by the U.S. Fish and Wildlife Service. The Corps of Engineering Projects provide over 400 areas for recreation sites. The Bureau of Reclamation has constructed 220 reservoirs with 10,000 miles of shoreline allowing for many recreational opportunities.

Local and Regional Involvement

Originally, the responsibility for town squares and parks was assigned to the street department of the local municipality. Once a complex park system developed, a separate department of parks evolved. Recreation programs were mainly run by educational or social agencies. When the recreation program became too large, a separate department for recreation was established. Philosophical and financial considerations brought them together, whereby about two thirds of America's cities of 10,000 inhabitants or more have a combined department of park and recreation.

County parks traditionally serve as an intermediate resource, between extensively developed parks of the city that provide highly organized activities and the less developed state park with its emphasis on nature.

In other parts of the nation, other types of agencies evolved. Illinois has an enabling legislation for park districts and forest preserve districts. These districts may include cities and counties.

Some eastern states' townships and parishes provide recreational opportunities for their citizens.

Such variations are due to the following factors:

Enabling Legislation: A municipality can perform only those functions authorized by the state. Utah and California specify the exact organization to administer a recreation program. In Wisconsin, state statutes make it desirable for schools to administer recreation, while it is more advantageous to have the city and/or county do so in Indiana. In Illinois, it is the park district which administers recreation.

Funds: There are a number of factors which affect the financing of the local recreation program. Tax revenues, which are allowed by the state, are the basis of financial support. However, the establishment of parks and the provision of recreational opportunities are universally accepted as a local function, the tax revolts of the 1970's led to a decline in the local spending on parks and recreation. Funds are still needed to acquire areas, employ leaders, purchase supplies, and maintain centers. New and innovative methods are sought.

Areas and Facilities: Since no one agency controls all of the possible recreational facilities and/or areas, the one agency that controls the most of these would be, by the nature of things, the most dominant. Accordingly, its policies and procedures will determine the type of recreational activities provided.

Staff: The key to a successful recreation program rests with qualified personnel. Be it the playground leader or the superintendent, professionalism is needed at all levels. This is an important factor and will be discussed later in detail.

Community Support: Such support comes in many forms. First, enough political pressure should be extended on the powers that be, such as state legislators, state

officials, county supervisors, city council members, mayors, and city hall personnel to give parks, recreation and other leisure services their due attention and priority. Secondly, the Park and Recreation Advisory Board or Commission should make itself felt in the community.

Local Facilities

Following are the recreational facilities that can be found in townships, districts, cities and counties:

Squares and Plazas: Originally intended for civic functions or open markets, a war memorial or a fountain may occupy the center of the square or plaza. Although some are constructed with aesthetics in mind, the square or plaza is a recreational outlet for many inner city dwellers. Benches and grass as well as meandering walkways help in providing for recreation.

Playlots: Usually an acre in size, the emphasis is on young children so sandboxes, swings, climbers and slides are provided. Benches are also provided for accompanying adults. A section in a neighborhood park could be a playlot. In such a case, the playlot should be located in an isolated section with minimum grassy areas due to heavy use.

Miniparks: An acre in size on the average, these parks include shade trees and benches, and sometimes a blacktop for basketball and/or a small amphitheater. Another idea for a minipark is to provide some adventuresome equipment for older children.

Neighborhood Parks: This facility is typically between three and ten acres and is intended to serve up to 5,000 people living within a one mile radius. A neighborhood park may include a playlot as well as courts for basketball and

tennis and fields for softball. A wading pool could be another feature. A small picnic area with toilet facilities is usually provided.

City Parks: Ten acres or more of playfields and courts, with bleachers and possibly locker rooms, are provided. This park should serve five to ten neighborhoods or more (25,000 to 50,000 people). This park should include paylots and picnic areas. Large city parks may include a small lake and other facilities for skiing, golf, amphitheater, etc.

Regional Parks: This is the large park on the outskirts of a city of one hundred acres or more that serves 50,000 people or more. It draws recreationists from a wider area on weekends and holidays to use large-sized lakes, woodlands, and riding facilities, as well as all the recreational opportunities provided in the small parks.

Recreation Centers: These are small and large buildings that provide for indoor recreational opportunities. A neighborhood center serves an area within a mile while a community center may serve a number of neighborhoods. A gymnasium, an auditorium, meeting rooms and offices are the basic features. Often a swimming pool along with locker rooms is included.

PART TWO

FUNCTIONAL DIFFERENCES

3 - Basic Organization of Board and Commission

4 - Administrative Bodies

5 - Policy-Making Bodies

6 - Advisory Bodies

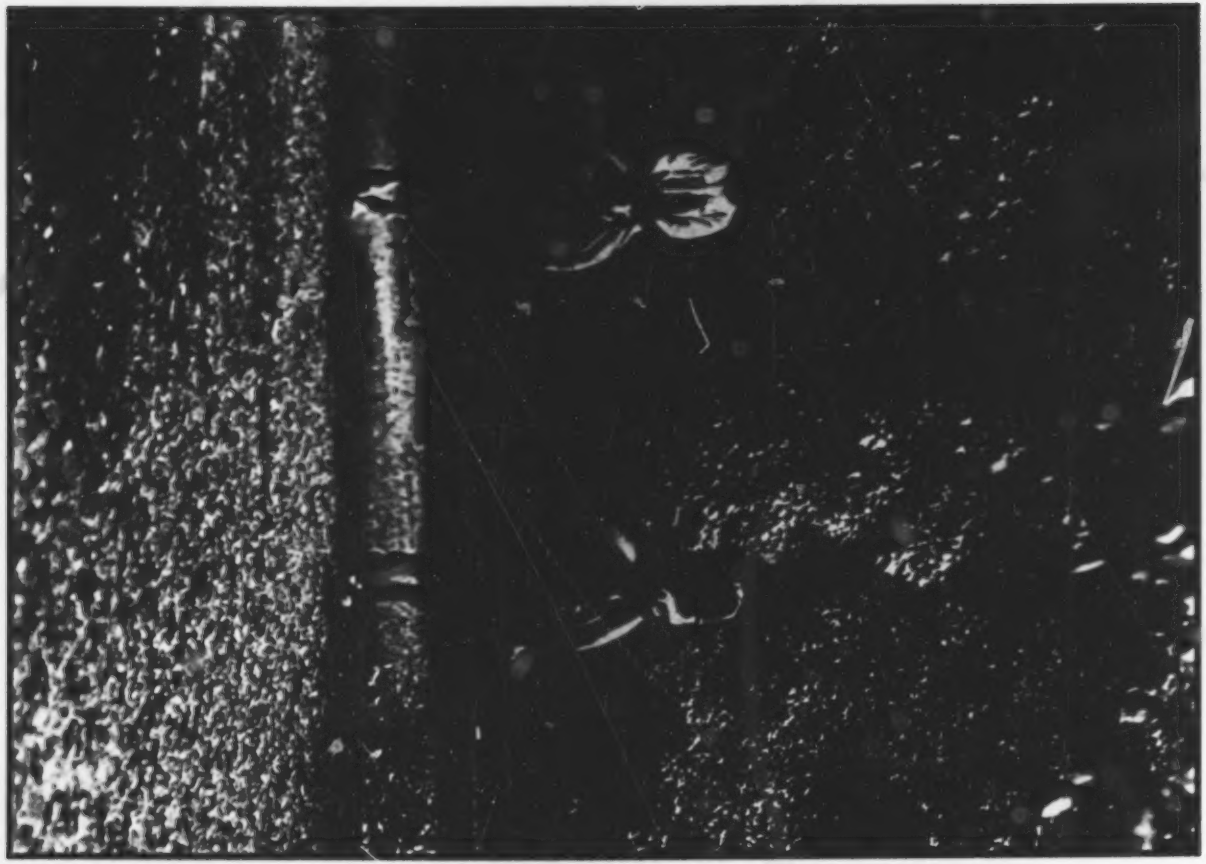


photo by Greg Merhar

3 - BASIC ORGANIZATION OF BOARDS AND COMMISSIONS

The vast majority of parks and recreation organizations in this country operate under a board or commission. These boards vary in the powers assigned to them, ranging from complete legislative and administrative control--including funds and personnel--to advisory functions.

Most lay person groups can be divided into three basic types:

A) An Administrative Body--Usually Called a "Board" or "Commission"

This body is a governing entity for recreation and park delivery systems. It makes decisions regarding programs and policies, allocation of funds, hiring and firing the executive officer, and making the final decision on personnel matters. Often this body is elected; otherwise, it is appointed by elected officials.

B) A Policy-Making Body-Unit Called a "Commission"

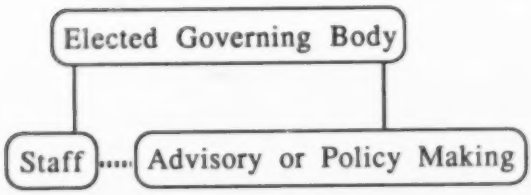
This body gives advice and makes recommendations to the executive officer and the elected governmental body which appoints its members. Usually, this body has specific responsibilities delegated to it, such as, policy on ruling, adjudicating citizen complaints, and acting as a first-line decision-making system. It does not allocate funds or make final personnel decisions.

C) An Advisory Body--Usually Called a"Council"

This body primarily gives advice and makes recommendations to the executive officer. Generally, an advisory council has no official connection to an elected governmental body.

The following are ten models on the organization of boards, commissions, and advisory councils.

MODEL I - PURE MODEL



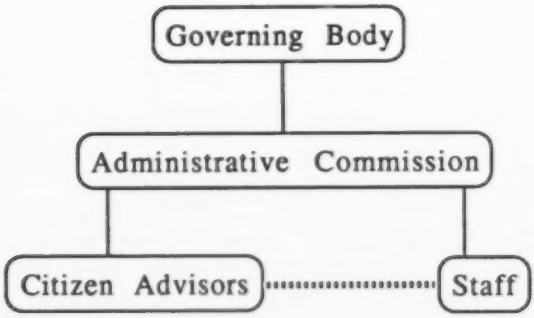
The governing body is elected by the general public with limits of operation, authority and method of election or replacement established by legislative code, formal resolutions, ordinances, legal acts, etc.

Staff is hired by the governing body in accordance with individual agency personnel policies and procedures. Limits of authority are defined by the governing body.

Citizen advisors are appointed by the governing body and the parameters of operation and authority are defined by the governing body.

Examples include County Board of Supervisors, City Councils, and Special Districts (school, recreation, water, etc.).

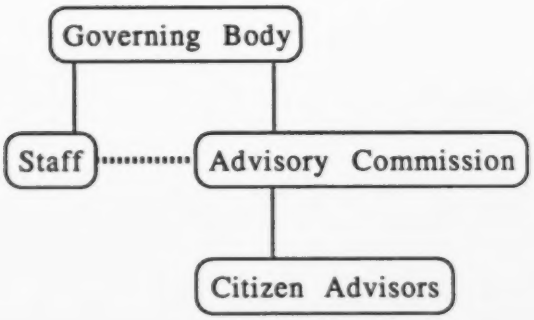
MODEL II - TWO-LAYER GOVERNING BODY



The governing body is elected by the general public, just as in the Pure Model. The governing body appoints an administrative (may be called commission, committee or council) with full operational responsibilities and authority being delegated to the commission. In this model, the commission *becomes* the governing body with respect to the staff and the citizen advisors. However, the commission's accountability is to the elected governing body rather than to the electorate.

This model is usually seen in the larger cities or counties. Two examples are the Park and Recreation Commissions in Los Angeles, California and Kansas City, Missouri.

MODEL III - TWO-LAYER ADVISORY MODEL



The governing body is elected by the general public with parameters of authority and operation defined by legislative codes or ordinances.

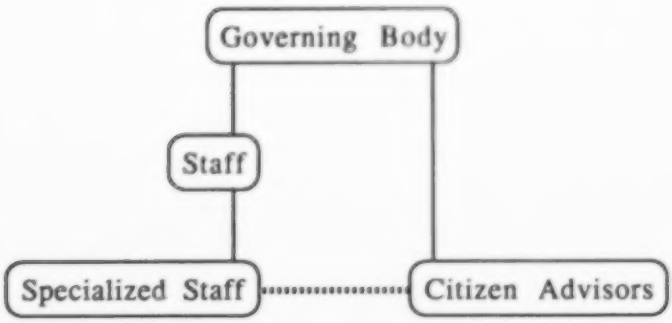
The advisory commission is appointed, but in an advisory capacity only. Neither administrative duties nor authority are delegated to the commission. Actions and policy statements take on the form of recommendations for the governing body to finalize.

The staff is hired by the governing body according to the agency's personnel practices and procedures. The advisory commission does not have any personnel (staff) responsibilities or authority.

The citizen advisors are appointed by the governing body, usually on recommendation by the advisory commission and/or staff. Input and recommendations of citizen advisors are supportive to the staff and commission with final action usually emanating from the governing body.

This model is one of the most prevalent in medium-to-large cities.

MODEL IV - TWO-LAYER STAFF



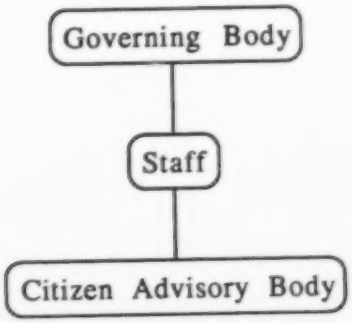
The governing body is elected by the general public in a similar manner to the other models.

The staff is hired by the governing body according to personnel policies and procedures.

The citizen advisors are appointed by the governing body to provide input for a single-purpose activity such as recreation and parks or for one-time projects such as personnel matters, a special needs study committee, or single park developments. Usually, the staff with functional responsibility for this activity is buffered from the governing body by at least one other layer of administrative staff. The major communication channel is through the second layer of staff to the governing body.

This model is fairly typical of the middle-to-larger agencies which operate with a strong chief executive officer system (City Manager of City Administrator).

MODEL V - OPERATIONAL ADVISORY MODEL

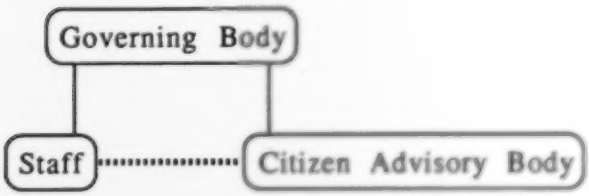


The governing body is elected by the general public in a similar manner to the previous models.

The staff appoints citizen advisors. All input and advice is directed to the staff on operational matters, rather than to the governing body, which controls policy. Parameters of operation and authority are usually very limited and defined by staff rather than by the governing body.

Examples of this model include Regional Athletic Council, Independence Day committee, Swim Club Advisory Committee, etc.

MODEL VI - THE DUAL-ROLE MODEL

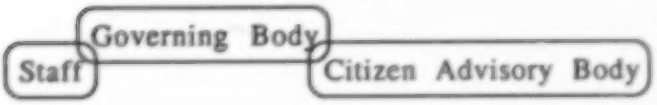


The governing body has two roles: that of being elected officials and also serving as members of the administrative staff, usually in a leadership capacity. Citizen advisors are appointed to provide input for the decision process to both the staff and governing body. As in other models, the governing body is elected according to the legislative process and, in turn, establishes rules, procedures and parameters of authority for the staff and citizen advisors.

This model requires exceptional understanding on the part of each member of the governing body, staff and advisory group. The proper identification of the function and responsibility of each role is critical, and the awareness of which role is being assumed in each situation is essential if this model is to be effective.

This model is usually found in large entities where the elected official is a full-time position with daily duties and responsibilities. Examples of this model are cities organized by the "commission" or alderman type of city government. This model may also apply to smaller entities where resources are not available to hire full-time staff. The governing body may assume the administrative role on a volunteer basis.

MODEL VII - THE OVERLAP MODEL



Model VII is the Overlap Model where the elected member is a part of all three roles--governing body, staff and advisor.

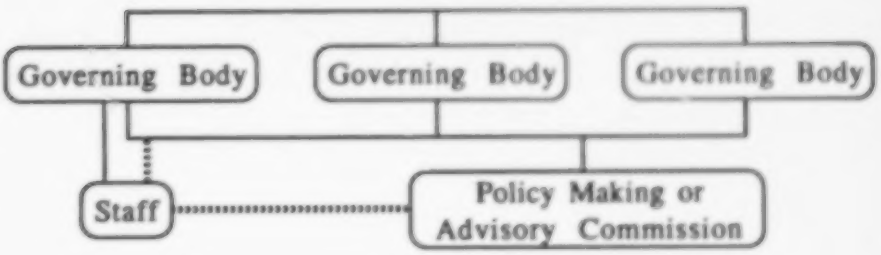
The governing body is elected by the general public. The duties, responsibilities and authority are granted, as in other models, by legislation, ordinance, code, or some form of public law. However, due to circumstances of size, money, resources, or people availability, a member of the governing body may also serve as an unpaid staff member and a member of the citizen advisory group.

The Overlap Model may be seen with only one overlap in the citizen advisor area only, or in the staff area only.

This model is workable, but it requires a great deal of expertise and role/responsibility awareness to avoid interpersonal in interaction problems.

An example of this model may be the Special District board member, who is an elected official of a recreation district which is small in size and operates with a part-time staff, thus functioning as an official employee. At the same time, the board member may also be serving as a member of the advisory group.

MODEL VIII - JOINT POWERS



Two or more political governing bodies enter into an agreement to provide services with shared and equal authority and responsibilities. The advisory unit is normally appointed by all governing bodies acting as a "committee of the whole." The relationship between the governing body and the advisory group is usually one of two extremes: 1) The advisory group recommendation is received and acted upon by the governing body on an "advise and consent" posture; 2) the advisory group plays a token input role. Ideally, the posture should be one of partnership in the decision process with final authority vested in the governing body.

The staff role in this model is normally clouded by the staff being employed by one agency and concurrently serving the joint powers body and advisory group.

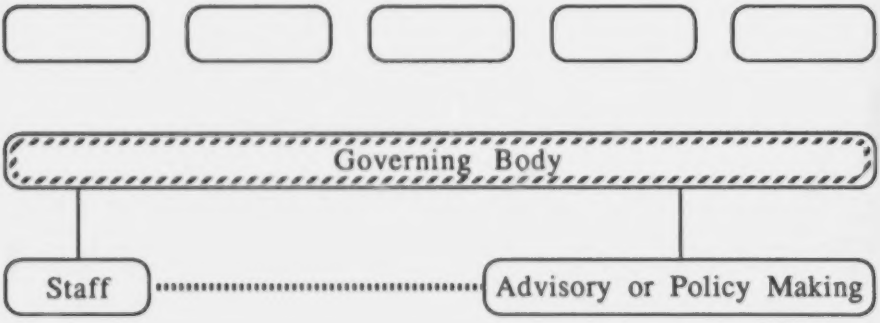
The model is effective when guidelines of operation and authority are clearly defined and there is full agreement on goals, objectives and methods of accomplishment.

Examples of this might be:

1) City, county, flood control, and corps engineers developing and maintaining a watershed, water storage and recreation project.

2) School district, special district, city and county form special powers agencies for regional facility and operations.

MODEL IX - DUAL REPRESENTATION MODEL



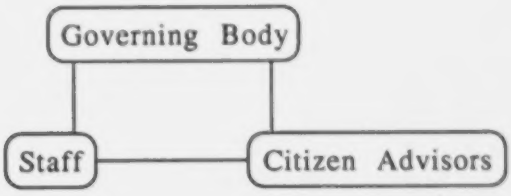
The governing body is composed of elected or appointed officials who serve on public agencies. They qualify for positions on this governing body by virtue of being a member of some other governmental body--a city council, County Board of Supervisors, school board, etc. The individual's role in this governing body is independent of the other governing body role, although "implied representation" does exist. The role of staff and advisory personnel is similar to that in the pure model. However, there is a strong tendency for the governing body to take it's responsibilities as routine or non-critical because the original governing body position usually carries more status and broader responsibilities.

There is also a tendency for this sort of governing body and advisory group to "rubber stamp" staff activities--in other words--to meet and conduct minimal business in order to conform to legal requirements.

This model is prevalent in communities where special services are required and are normally low profile in

relationship to the public, and the major governing agency strives to foster an image of low taxation. Dual representation is typical in cities and counties for services such as library, mosquito abatement, sewage, sanitation, etc.

MODEL X - NON-ELECTED GOVERNING BODY



Model X has a non-elected governing body. These groups are usually quasi-public, non-profit agencies which come into being because of individual or group action to provide a service not available elsewhere and to meet incorporation.

The governing body is self-generating, appointing or electing its own members. Usually, members of this body become the staff and citizen advisors. Although this model functions in the public sector, in most instances it originates and is funded through non-profit, private entities. It is not unusual to find this non-profit agency in the Dual-Role or Overlap models.

This model is mentioned only as an example of the need to understand the many varied forms within which the citizen involvement movement can operate. National Voluntary Action Centers and Help Lines are examples of this model.

photo by Greg Merhar

4 - ADMINISTRATIVE BODIES

In general, administrative bodies are charged with the overall management and supervision of the governmental function. They have the power and duty to carry out whatever transactions the agency makes in furtherance of its chartered purpose. The members are free to change policies and short-range purposes, but unless the charter of general laws expressly permits, they may not act on the fundamental purposes of the body. The body generally may:

1) Provide continuity for the agency and opportunities for citizen's participation by setting up a legal existence.

2) Select, appoint and support an executive to whom the responsibility for the administration of the agency is delegated.

3) Regularly review and evaluate his/her performance on the basis of a specific job description and established goals.

4) Offer administrative guidance and determine whether to regain or release the executive.

5) Govern the agency by broad policy and planning objectives formulated in partnership with the executive and staff.

6) Assign priorities and insure the agency's capability of carrying out the program by continually reviewing and evaluating its work.

7) Account for the service of the agency and expenditures of the funds.

8) Insure the legal and charter status of the agency.
9) Be responsible for long-range planning.

Functions Grouped Into Five Basic Areas

1) Administration
   - general policy formulation
   - legal stewardship
   - public accountability
   - problem solving group
   - charter obligations
2) Finance
   - fiscal planning
   - control and reporting
   - development of financial resources and programs
3) Personnel
   - staff recruitment, development and organization
   - volunteer recruitment, development and organization
4) Program
   - defining needs and target population
   - development of short, intermediate and long-range goals
   - evaluation of programs and activities
5) Public and Community Relations
   - development of specific means for interpreting and regularly presenting the organization's goals and programs to its various publics
   - interaction with the formal and informal groups whose activities are relevant to the goals and programs of the organization

- help staff maintain regular communication with media, membership and interested individuals.

Legal Issues Related to the Administrative Body

1) A member of the board of directors or the commission is liable for willful or fraudulent breaches of trust or conflict of interest, such as:

- realizing personal interest or gain from dealings with the board
- being a member of corporations engaged in transactions with the agency
- failure to provide full disclosure of personal interest in transactions.

2) Members of a board of directors or commission are liable for negligence or failure to exercise prudent judgement and:

- shall discharge their duties in good faith and with that degree of diligence, care and skill which ordinary prudent persons would exercise under similar circumstances in like positions
- all business must be conducted entirely in the open and with stringent safeguards.

3) Lack of due care might be constituted as:

- repeated non-attendance at board meetings
- demonstrated indifference in appointment or removal of executive officers
- failure to examine records and financial statements of the agency
- failure to bond appropriate employees.

4) To demonstrate good faith and reasonable care, a director or commissioner should undertake the following precautions and actions:

- attend all board and committee meetings. If unable to attend, be able to show a valid reason for absence.
- have a thorough knowledge of the duties and provisions within the laws and charter
- heed agency affairs and keep informed of the general activities and operations of the program
- insure that minimum statutory or technical requirements are met, such as filing annual reports, withholding employee' taxes, and so forth
- record personal conduct and register dissents in the minutes or by letter

NOTE: Ignorance of agency affairs does not negate liability of board members. The best protection available to a director and the board lies in doing a conscientious job.

5) The board or commission is the body responsible for making decisions related to the conduct of the agency's business. In order for proper discussions to take place regarding business, a board member should be a dissenting voice as he/she deems appropriate and should register this dissenting voice. A little-known responsibility and liability of the board member is that they are responsible for decisions made in their absence. There are two cures for this situation: 1) Never miss a board meeting, or 2) if it is discovered that an action was taken with which the board member disagrees, inform the president by letter, and send a copy to the board secretary. At the next meeting, see that the dissent is duly entered in the record. In addition, if a motion is made in a board member's presence and passed over his/her strong dissent, that member should insist that the dissent be entered into the minutes. All board

members should be judicious in exercising their right of dissent and must refrain from being gadflies.

Committees

A committee is a group of persons appointed or elected to take action on some matter of business. To be effective, a committee must be given the authority commensurate with its assigned responsibilities. Well-conceived committees manned by carefully recruited persons extend the board's ability to cope with the myriad of tasks which need doing.

The authority which is given to a committee can only emanate from the board of directors or as specified in the by-laws. The committee should, for the protection of its members, have a time frame and a written charge--a spelled-out description of its responsibilities--to which it is accountable. This charge should be renewed and examined at least annually. It is worth nothing that committees may, at times, exceed their authority and can be individually responsible or liable for their actions and also involve the board of directors in being liable for their actions. A board or commission can delegate responsibility, but cannot give up its authority or its accountability for any actions that it delegates. Committees need to be monitored and report regularly to the board or commission.

Program Volunteers and Staff

1) Good Samaritan Laws no longer apply to organizations. Program volunteers and staff, when they voluntarily assume a charge, have a duty to conform to a recognized standard of conduct. Negligence can be charged

if there is failure to conform to the standards of just and reasonable men.

2) The board or commission has a duty to its "line" of volunteers to provide adequate training, supervision and support, and clear job descriptions which include scope of responsibility and authority, so as to minimize the chance for charges of negligence as well as to assure a quality program.

3) A board or commission can be held liable for the acts of its volunteers and staff when they are functioning within the "scope of their job." Individuals who exceed their actual authority usually will not bind the agency.

5 - POLICY MAKING BODIES

Throughout the United States, many different titles are designated to policy making bodies, although the term "commission" is most common.

Most park and recreation commissions consist of five or seven members, usually appointed by the administrative body. Most commissioners serve without compensation, although some are paid expenses. The most common term of office is five years, with one term expiring every year. This provides continuity by keeping several experienced members on the commission at all times. Commissioners do not usually resign with changes in the city administration, but serve out their terms. Many commissioners are lay people, but some are professionals. Most commissions include relatively equal numbers of men and women.

Many communities are becoming more modern in their thinking and are making their recreation commission membership more representative of the community. These commissions may represent all segments of society, from teenagers to senior citizens, from professional people to laborers. This mixture of commissioners should offer a cross section of people able to identify real needs of the total community, although agreement among such a diverse group of people may be harder to secure.

A commission normally elects its own presiding officer, usually on a rotating basis. The secretary's duties are best given to a paid person, not a member of the commission. This keeps one member from being overburdened. Commissions need to meet frequently and most do so at

least once a month. Meetings should be public and held in a convenient public place such as the city hall or a park. The time and place of these meetings should be published and community members made welcome.

Commission Procedure

In most cities, matters may be brought before the commission by commissioners, the park and reaction administrator, city officials, and citizens. Topics for discussion are put into writing, and the administrator is asked for his/her report on each topic before it comes up for discussion. The recreation staff should direct matters for the commissioners through their administrator. Since citizens should be allowed to address commissioners at their public meetings; it is imperative that the presiding officer be skillful in handling the public.

The Duties of the Commission

In general, the commissioners perform the following functions:

1) Make final approval of acts of the department.

2) Act as court of final appeal in matters between employees, employers and public.

3) Advise administrator on matters of administration.

4) Interpret department and its work to the general public.

5) Interpret public desire and demands to the department.

6) Represent the department at official occasions.

7) Negotiate advantages for the department with the mayor, city council and others.

8) Formulate recreation policy.

Duties will vary with each individual city, and they will be specified in the city charter or in a city ordinance.

The Commission and the Administrator

The recreation commission and the top park and/or recreation administrator are mutually dependent upon each other. Although they perform different functions, they must have a good working relationship. The commissioners must not usurp the administrator's authority. The administrator can be--and often is--hired by the commission. This administrator has the commissioner's trust in the beginning, and should cultivate this continually. Administrators should avoid treating one commissioner differently from the other, even if a personal friendship develops. The commissioners and administrators will not always agree, but administrators will have to implement commission policy even if they disagree with it.

It is best to give the administrator complete control over hiring in the department, but in some cases the commission retains this responsibility. This practice tends to lessen the control the administrator has over employees.

One of the administrator's responsibilities will be helping the commissioners learn about the recreation department. New commissioners will need help immediately if they are to be useful members of the board. The good administrator will keep the commissioners supplied with reports and pertinent published material, hold conferences, and keep members up to date in other ways.

Why Have a Commission?

There are many pros and cons involved in deciding whether or not a commission should be established. Commissions have been around for a long time. Los Angeles created a Board of Playground Commissioners as early as 1904. More than three quarters of United States' cities and municipal recreation departments have some form of commission. Below are a few of the pros and cons:

Pros

1) The administrator reports directly to a body that is primarily concerned with parks and/or recreation, not to one that has responsibility for a wide variety of public functions.

2) The administrator has the constant guidance of a board in dealing with the many problems that arise.

3) The commission can speak for parks and recreation more effectively and disinterestedly before city authorities and the public than a municipal employee.

4) A body whose members are chosen for their ability and interest in recreation is in a better position to determine the recreational needs and interests of the people than a recreation administrator alone.

Cons

1) All commissions should be eliminated from local government in order to centralize responsibility and give the chief executive control of all city departments.

2) The appointment of a park and recreation commission, even though it may include representatives of other local boards, tends to minimize the place of those boards in the park and recreation movement.

3) Commissions do not necessarily eliminate politics from the administration of park and recreation.

6 - ADVISORY BODIES

The freshest look in the park and recreation movement is what our close allies in the community education movement call "process"--the importance of the way we do things, not just the things (programs) we do. If we are to meet the needs of our communities, traditional programs are not enough. We must meet needs on a prioritized basis, even it they aren't "recreation" in the narrow sense. Maslow's "hierarchy of needs" indicates that "traditional program areas" cannot be implemented until survival and security needs are met. Perhaps a youth employment service would be a higher priority than a craft program. Another aspect of process is to assure that the community has political and administrative input. Both the needs assessment aspect and political input can best be carried out through a community advisory council separate from the formalized park and recreation commission. The community advisory council, when used properly as an advisory group and not as a pressure group, is an effective and essential administrative political tool.

Organization

Advisory councils should be organized along "community" lines and geographical areas which have similar interests and needs--usually the attendance area of an elementary school or community center. The organization can be set up as an information/investigation committee of the park and recreation commission, the board of education, or entirely separate from either one.

Purposes

The purpose of any committee should be clearly defined at its inception. More often than for any other reason, advisory councils have failed because members did not know their functions. Purposes will vary from community to community and council to council; however, the following list might serve as a general guide.

1) To study and evaluate the needs and interests of all age groups for broad recreation and leisure-time services in the neighborhood (within the boundaries of local elementary school districts) or community centers.

2) To survey and evaluate the existing services offered by all organizations on a year-round basis to meet the needs and interests of children, youth and adults.

3) To coordinate programs and the use of facilities in order to provide an integrated, well-balanced total program, and prepare a master calendar listing all leisure programs for each age group and the facilities they are using along with the hours of usage.

4) To advise the youth-serving agencies, public recreation department, and other agencies conducting recreational programs concerning additional services or alteration of existing services to meet established needs and interests.

5) To promote the wide use of programs and services through contact with parents, teachers and other interested citizens.

The advisory council, unlike a recreation board or commission, has no actual power. Its function differs from the commission's. Its duties might include:

1) Interpreting recreation needs and desires

2) Studying and evaluating existing programs

3) Developing plans to improve recreation resources

4) Advising the staff so that programs are developed in accordance with the plan

5) Acting as a clearinghouse for suggestions

6) Making the staff aware of local traditions and recreation usage patterns

7) Promoting participation in programs

8) Investigating criticisms

9) Raising funds

10) Recruiting volunteer leadership

11) Assisting staff in understanding public reaction to programs

12) Encouraging the public to make full use of recreation services and facilities.

Some small cities have just one advisory council in lieu of a commission. Other cities may have one of each. Some, like Los Angeles, have a board of commissioners and many advisory councils. There are many ways of making up an advisory council. If there is more than one, there might be a teenage council, a senior citizen council, and numerous neighborhood advisory councils. Other councils may be set up to guide programs for the ill or handicapped.

Membership

Membership on the community advisory council is suggested as follows:

1) The President of the local PTA

2) The PTA Recreation Chairperson

3) The PTA Character Education Committee Chairman

4) The principal of the elementary school

5) The District Supervisor of the public recreation department (in charge of public programs in the local school district)

6) The playground leader, community center director, or elementary community school director

7) One professional or lay person from each organized youth group offering programs within the local school district

8) One professional or lay person from each church

9) One person from the junior high school which serves the local elementary school district (could be a professional educator, community school director, or representative from the PTA who lives in the local elementary area)

10) One person from the senior high school which serves the local elementary school district (could be professional educator, community school director, or representative from the senior high PTA who lives in the local elementary area)

11) One person from the junior college (could be a professional educator or representative of the junior college PTA who lives in the local elementary area)

12) One person from each private school which provides programs in the area

13) One representative from each commercial recreation organization which provides programs in the district

14) One representative from non-profit youth organizations, such as the YMCA, YWCA, Boys' Clubs, Boy Scouts, etc.

15) A youth council representative who lives in the local elementary school area

16) Any interested community person who is willing to attend any two consecutive meetings.

The aforementioned members constitute the voting membership, but any community member should be able to attend and address meetings on a non-voting basis.

CHART I: ROLE OF BOARD OR COMMISSION

Purpose	Responsibility	Duties
Determination of policy by:	Electorate (Community)	Attend Board meetings regularly
Define Department objectives	Interpret, reflect and vote for services which fulfill the community needs, beliefs, and habits	Vote on every item on the agenda
Define Executive duties and responsibilities	To Department	Meet with other municipal agencies
Select Executive Administration	Learn about:	Organize support of electorates for Dept.
Control Dept policy by:	Municipal agencies involved in recreational services, areas or facilities	Speak at community organization meetings
Signature on all communications	Cooperate with these agencies	Visit recreational facilities
Vote on all administrative recommendations	Chain of command	Represent Commission at legislative or appropriative bodies
Review and update Master Plan	Professional concepts of recreation	
Give continuity to administration	Legal provisions of the charter authorization of Recreation Commission by the City Charter	

(contd.on next page)

CHART I: (CONTINUED)

Prescribed Behavior	Personal Qualifications
Represent board, not special interest	Like recreation
Lose political ties	Have status in the community
Recommend policy, do not be a rubber stamp	Be a volunteer
Attend In-service Training conferences	Be well-informed
Visit facilities and make trips	Understand the contribution recreation can make to the individual and community
Work through Chain of command	Be a self-directed person
A member may not instruct the Supt. of Recreation	Desire improvement of public recreation
A member may not represent the commission without authorization in reports orpublicity releases	

PART THREE

STRUCTURAL DIFFERENCES

7 - City Government

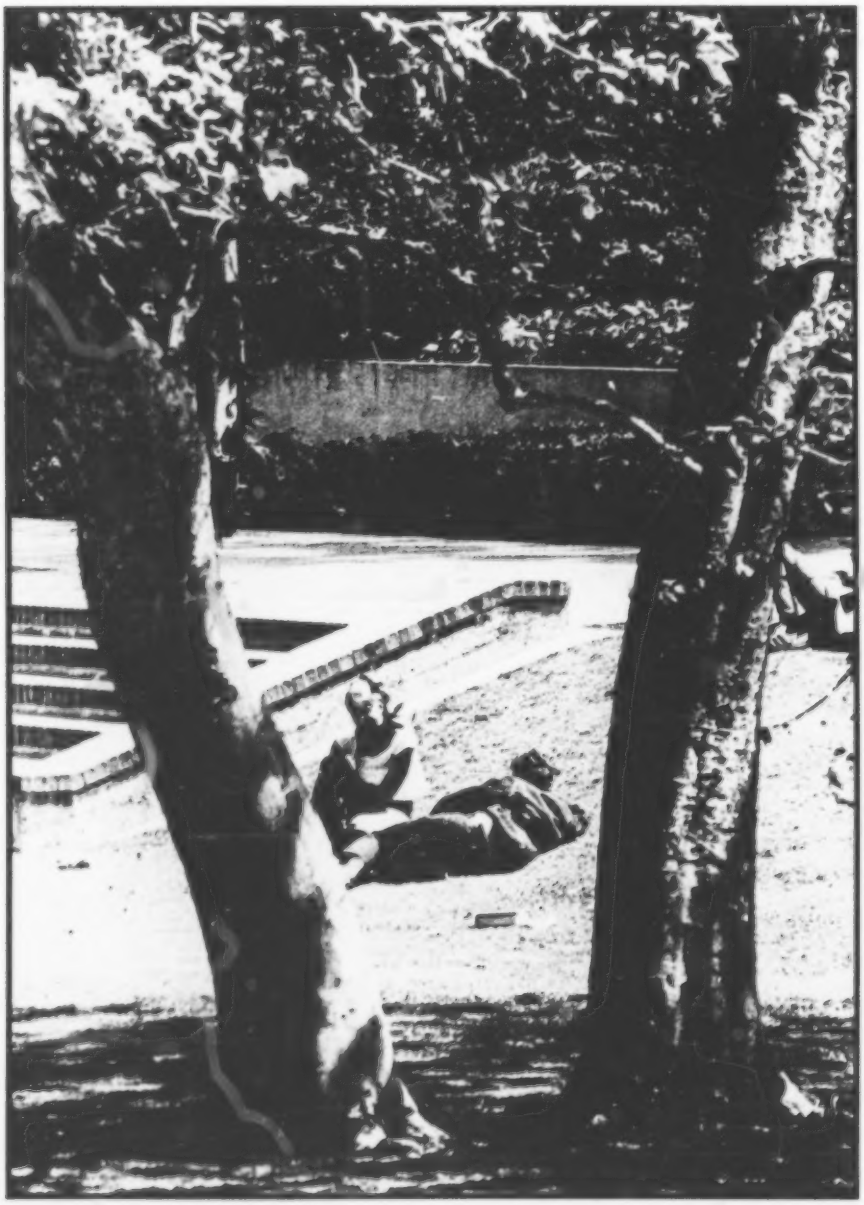
8 - City Park & Recreation Delivery System

9 - Alternative Delivery Systems

10 - Public School-Based Delivery Systems

11 - Joint School-Community Systems

12 - Private and Non-Profit Delivery Systems



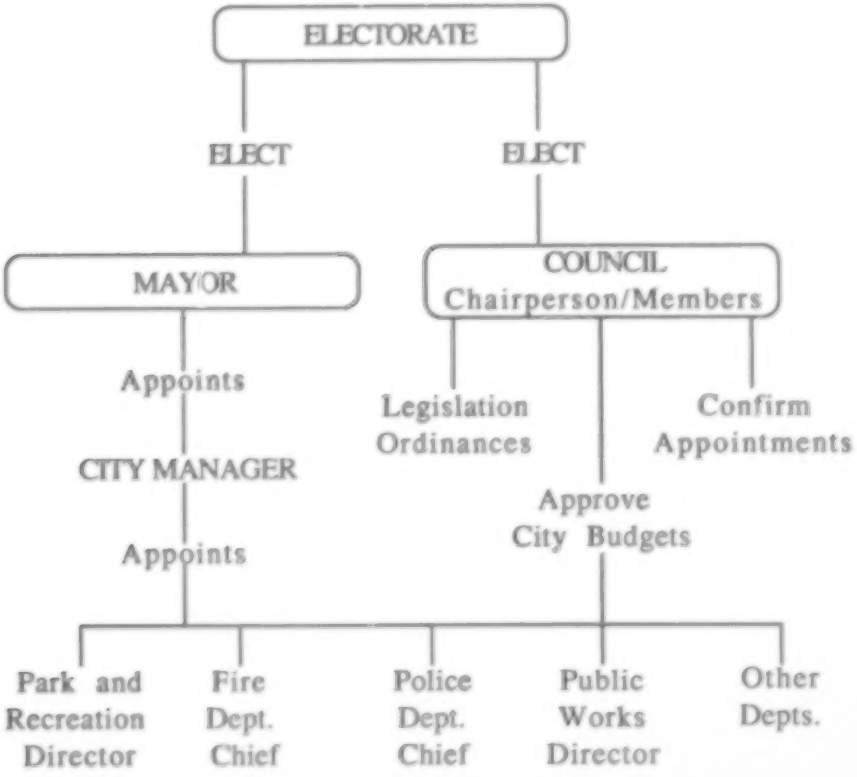
7 - CITY GOVERNMENT

Common throughout the United States are two types of incorporated cities: charter and general law cities. The citizens within the charter city have voted on a government operation unique to that city. The charter is like a small constitution that outlines the form of government. The charter city can have almost any form of government it desires as long as it is not in conflict with the state or federal constitution. As a general rule, charter cities are normally older and larger than general law cities, (although this is by no means universal).

A general law city is governed by the laws of the individual state. It does not have an individual charter. Many states allow some financial advantages to general law cities. Throughout the United States, the majority of states have provided for general law cities to be organized in the council/manager form of government (which is explained later in this chapter).

Figure 1

TYPICAL MAYOR/COUNCIL CITY ORGANIZATION



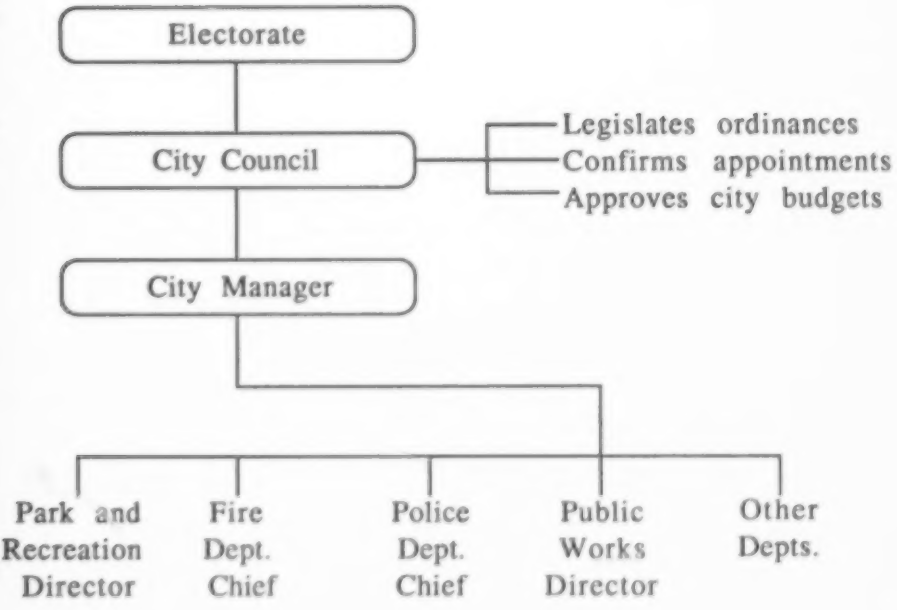
The mayor/council form is a unicameral form of government; that is, it consists of a single legislative body and an executive officer, both elected by the voters of the city.

Normally, the legislative body is called a city council, and the executive officer, a mayor. Depending on the city

charter, the mayor/council type of city government can have either a "strong" or "weak" mayor form. In both cases, the mayor is the principal administrative officer and usually has the power to appoint commissioners and board members (usually confirmed by the council) and a professional city administrator usually called a "city manager" or "city administrative officer." In most cases, both "strong" and "weak" mayors submit and prepare the city budget. The "strong" mayor differs from the "weak" mayor in that the "strong" mayor usually has some sort of veto power over ordinances passed by the council and the power, in many cases, to remove city officials and appointments. The mayor then can be likened to a state governor; while the council, whose responsibilities are to legislate, affirm and consent, can be likened to a single house state legislature. Councilmembers are elected either at large, where every city voter votes for every councilmember, or by district within the city. The council usually elects a "chair" or "president" from within its ranks to run the meetings.

Figure II

TYPICAL COUNCIL/MANAGER CITY ORGANIZATION



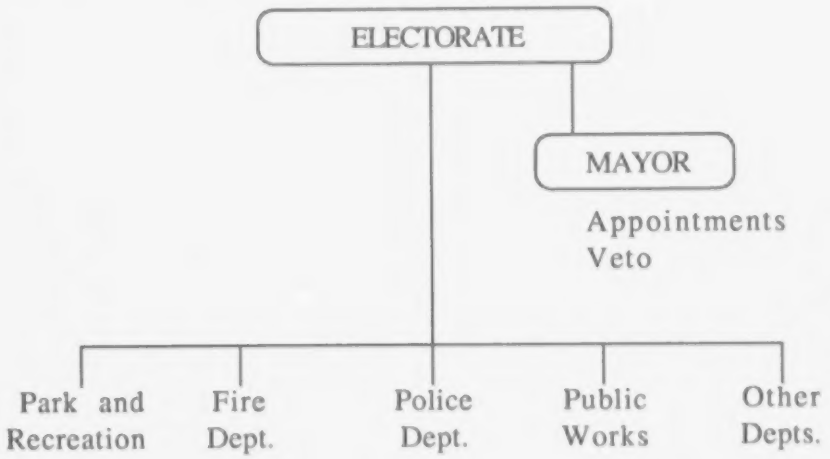
The council/manager form is the choice of most states for their general law cities. It is also the recommended form of the International City Managers Association, a Chicago-based organization for public administrators.

The basis of this form is a non-elected (but highly political) professional administrator appointed by the city council to manage the city. The city manager is selected for his/her expertise in the field of government administration and is (usually) trained in managing the affairs of city government. He/she is hired by the city council for an indefinite term and is answerable to it for his/her actions.

The mayor is elected by the city council from among its own members. He/she is primarily a ceremonial official with only a little more power than any of the individual council members. Normally, the mayor in this form does have some appointment power and does act as presiding officer at council meetings. The council members can be either elected "at large" or by "district."

Figure III

TYPICAL COMMISSION FORM



The third form was popular at the turn of the century, but now is rare in the United States as a whole. The major cities that retain this form are Salt Lake City, Utah; Galveston, Texas; and Portland, Oregon. In this form, the management of the city is in the hands of community leaders, not civil servants. The method was to elect the department heads of each city department. Often a mayor was elected as well. Each commissioner had two hats; one as a city department head, and the other as a city councilmember (or alderman). The mayor is the chief executive officer and has veto powers and appointive authority. It was common, at the early part of the century, for cities with this form to experience political graft. Politicians vied for jobs where bribery was lucrative (such as police departments). Many

cities dropped this form, in favor of either the Mayor/Council form or the Council/Manager form.

photo by Greg Merhar

8 - CITY PARK AND RECREATION DELIVERY SYSTEMS

The following incorporated agency structures are typical of recreation and park departments in city government. These organizations vary, of course, from city to city--some being placed as part of larger community service departments, others being split into separate park and recreation departments.

The "community services" concept makes sense in that it combines for planning all functions of citizen service, such as libraries, human relations, transportation, etc., under one head, usually at the level of an assistant city manager. Unfortunately, parks and recreation have gotten the short end of the funding spectrum in many cases, because the department heads are from public administration and may not understand or acknowledge fully the role of parks and recreation in the city. The recreation city head does not have his/her "day in court" with the manager because of the superimposed additional department head.

The advantages and disadvantages of combined or separate recreation and parks departments follow the agency structures.

Figure IV

SMALL CITY PARK AND RECREATION STRUCTURE

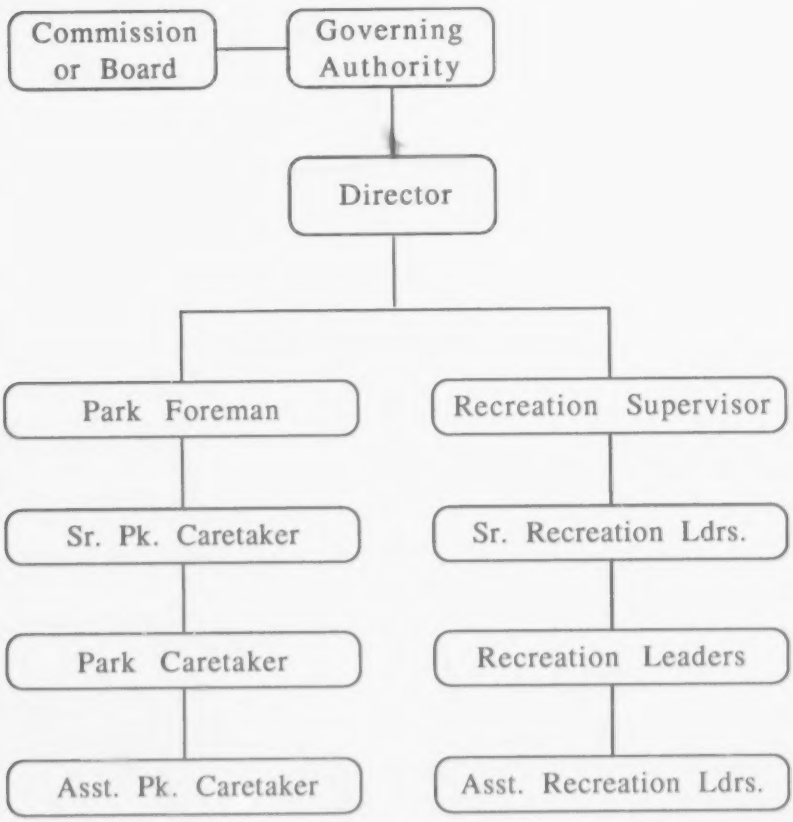


Figure V

MEDIUM SIZE CITY (OVER 50,000) PARK AND RECREATION STRUCTURE

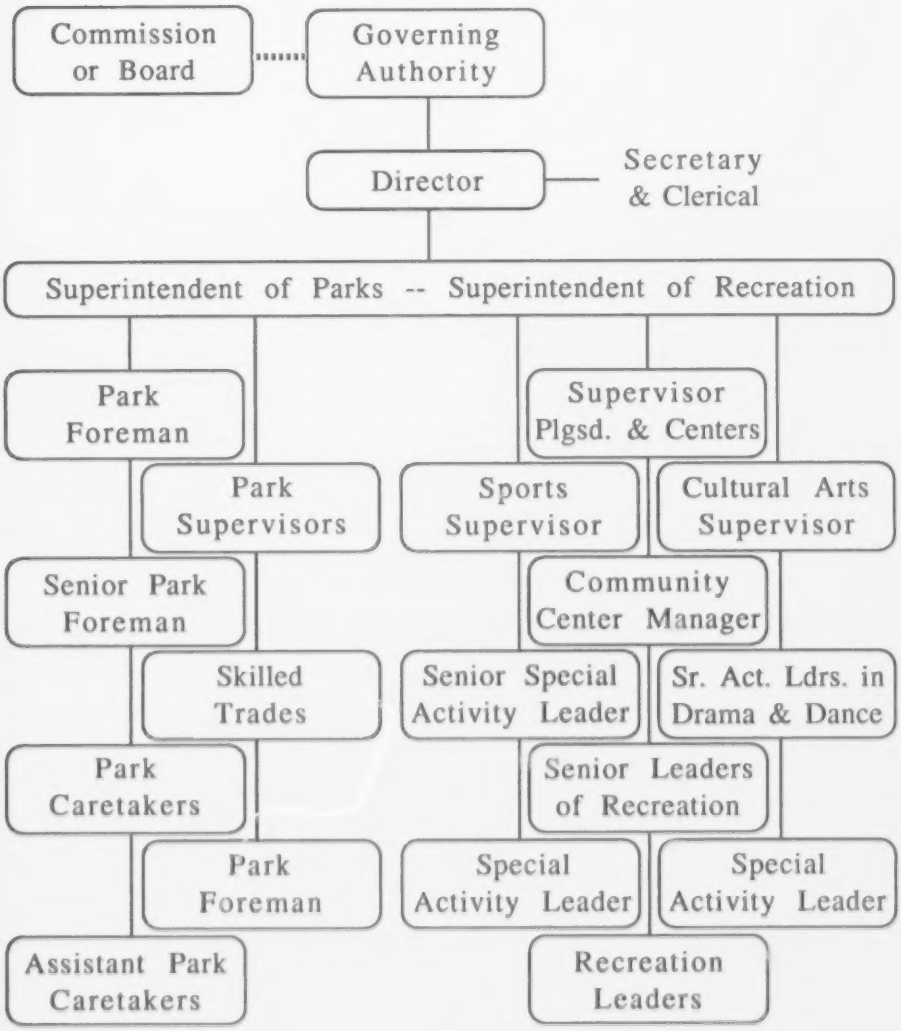
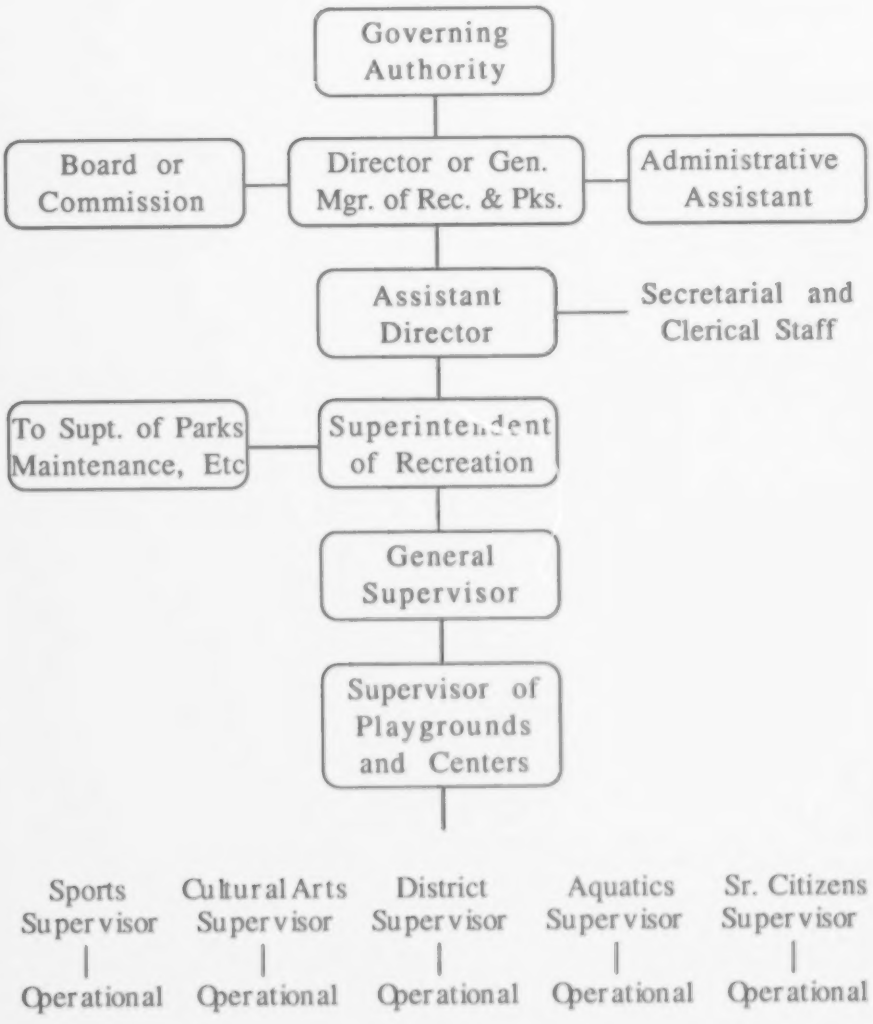


Figure VI

LARGE CITY (OVER 100,000) PARK AND RECREATION STRUCTURE



Combined Recreation and Parks Departments

Advantages:

1) Consolidation of all related activities under one municipal department
2) Development of a comprehensive and diversified program of both passive and leadership-oriented activities
3) Reduction of dual development of facilities and areas
4) Central control
5) Flexibility of budget
6) Even distribution of work load
7) Improved communication
8) Better understanding by public
9) Elimination of duplication of efforts
10) Scope of leisure philosophy not splintered within a personal framework.

Disadvantages:

1) Park or recreation development might be seriously subordinated to opposite ideology, depending on interest or background of administrator
2) School facilities are not automatically utilized.

Separate Recreation Department

Advantages:

1) Selection of recreation specialists as staff members
2) Orientation toward activity; planning of facilities accordingly
3) Assurance that a recreation board can coordinate efforts on recreation

4) Recreation budgets are specifically set aside for that purpose and not "sacrificed" for other services
5) Broad perspective for providing programs and services
6) Easier placement of responsibility for success or failure of recreation administration
7) Emphasis on studying recreational needs and interests of a community
8) Effective recreation service is rendered.

Disadvantages:

1) Overlapping and duplication of effort
2) Public confusion over responsibility
3) Duplication impedes planning
4) Overlapping with schools
5) Additional administrative machinery needed
6) Difficulty in defining recreation role and jurisdiction
7) Recreation cannot work in a vacuum, cuts across the work of other departments
8) Facilities used are under control of a second agency
9) Lack of coordination between parks and programs.

Separate Park Department

Advantages:

1) Development and maintenance of park facilities under own auspices
2) Experience in dealing with large numbers of patrons
3) Large budgets are usually allocated
4) Park board is less likely to be politically influenced
5) Parks lend prestige to recreation

6) Trained staff in horticulture, construction, and maintenance of parks
7) Chief function of all parks is recreation.

Disadvantages:

1) Major attention on physical properties and natural resources
2) Buildings needed for recreation are in the jurisdictional reach of park departments
3) Boards burdened with property problems
4) Attitude of park authorities toward recreation is conservative and hesitant
5) Recreation is of secondary importance
6) Lack of motivation to insist on high quality recreation leadership
7) Great difficulty in securing school buildings
8) Budget cuts affect recreation more than park services.

photo courtesy Boston University Camp for Children

9 - ALTERNATE PLANS FOR PARK AND RECREATION SERVICES IN UNINCORPORATED AND INCORPORATED AREAS

Government Jurisdictions which can conduct a park and recreation service in an incorporated or unincorporated area are as follows:

1) County
2) School District
3) Special District
   a) Recreation and Park
   b) Community Services
4) County Service Area
5) Coordinated Park and Recreation Services between two or more jurisdictions.

Special Recreation and Park District

A park and recreation district in most states is created by a majority vote of the electorate and has the power to: set its own tax rate within statutory limits; acquire land; build facilities; develop a recreation program; issue bonds; select staff; consummate agreements; and cooperate with other governmental jurisdictions.

Advantages of a Special District

1) A recreation and park district may be timely, as counties are faced with the need to organize and develop neighborhood recreation areas and facilities. The special district opens the way to much needed planning and coordination for later years for the entire area.

2) The board of directors of a recreation and park district will be in a position to determine policy, help establish standards, see that funds are adequate and wisely spent and accounted for, lead the way in acquiring and developing recreation areas and facilities, develop plans, and keep abreast of the constantly changing needs of the total area.

3) A district, if large enough, makes possible the employment of trained and qualified personnel to carry on the recreation and park services. It also avoids the establishment of numerous agencies in small communities and unincorporated areas with duplicating functions, services, and equipment.

4) Home rule may be best retained if the recreation services are administered by representatives elected by the people living in the specific area, or by a board of directors appointed by the county board of supervisors.

Disadvantages of a Special District

1) The pyramiding of special districts for a great variety of special services may make for an expensive government, especially when there are public agencies already established which could effectively carry on the services.

2) Local communities may tend to be provincial and could very easily handicap the overall service of the district.

3) Recreation and Park districts, in practice, may have no close relationship with other governmental agencies, thus deterring coordinated recreation planning.

4) District boards of directors may tend to become too political.

Community Services District

In some states, the people in any unincorporated territory may form a community services district with either three or five directors elected at large, as the governing body of the district. This body may levy taxes for the purpose of carrying on operations and paying obligations of the district. It can acquire parks, playgrounds, swimming pools or recreation buildings and shall appoint a general manager, secretary and other employees necessary. This district may contract for performance of its work of construction and operation and exercise its power for the purpose of public recreation by means of parks, playgrounds, swimming pools or recreation buildings.

Advantages and Disadvantages

Where applicable, the advantages and disadvantages are the same as those outlined under Recreation and Parks Districts.

Major Difference Between Recreation and Park Districts and Community Service Districts

1) A Community Services District in most states can be formed only in an unincorporated area.

2) In a Recreation and Park District: (a) the county board of supervisors can be the governing board; (b) can appoint a board of directors; or (c) the board of directors can be elected at large.

3) In most states, whenever all of the territory comprising a district becomes a part of any incorporated city, the legislative body of the city succeeds to the powers of the board and shall, for all purposes, become the board of directors for the district.

4) A Community Services District, in addition to recreation, can provide other services, if these purposes have been included in the initial petition for the formation of the district, or voted upon at a subsequent special or regular election, examples of which are:

- Supply water for various uses
- Collect and dispose of garbage and refuse matter
- Protect against fire
- Street lighting
- Mosquito abatement
- Police protection
- Acquire sites, construct and operate libraries
- Street improvement
- Construct and improve bridges, culverts, drains, etc.

If any of the above purposes are not designated in the original petition, these can be incorporated by a vote of the electorate at a special or general election.

County Service Area

A service area is simply a means to provide a separate tax levy to pay for such services as may be specifically designated in the resolution of formation. All operations are under the control of the board of supervisors and are administered by a regular county department. There are no separate governing bodies as in the other two districts, but the counties can set up advisory boards or committees

to advise the county board of supervisors and take over such duties as may be delegated to them by the board.

The Responsibilities of the Special District, Community Services District, and County Service Area

As a "planner," the special district works to develop a plan for park, recreation, and open space areas within its area of jurisdiction, which is compatible with the existing county general plan.

The special district has a responsibility as a "coordinator" to work cooperatively with all community agencies, public, and private, to insure that all available park and recreation resources are utilized to their fullest in providing recreational opportunities. It must also coordinate with federal, state, regional and local agencies in the planning process to insure full integration of recreation and open space proposals with other programs within the county.

A Special District should be created to provide park, recreation and open space areas within its boundaries until general purpose government is willing or organized to provide needed park and recreation facilities and services at the neighborhood or community level.

The district shall develop park and recreation, open space resources, and recreation programs at the necessary locations until the above situations are applicable. As such, the district is analogous to a city in performing this function and should assume a similar role in carrying out its responsibilities within the area of jurisdiction

10 - PUBLIC SCHOOL-BASED DELIVERY SYSTEMS

Although school districts vary from system to system and state to state, most can be categorized into four systems: the separate district, the municipal or township district, the county unit, and two state districts.

The Separate Districts

All continental states west of the Mississippi River except Nevada and Utah use some modification of this system. In this type of system, the school district is separate from any other form of government. The trustees or board of education are elected from geographical areas that may be co-terminus with any other government unit. The Board of Education usually hires a superintendent--generally a professional, experienced educational administrator--as its manager. The board determines policy, approves personnel appointments, and approves expenditures. Within this structure are "separate" districts which contain only elementary or secondary schools or community colleges. Joint districts contain a community college and secondary level. A unified district combines elementary and secondary schools. Thus, a joint, unified district has all three. California and other states now have required the community college to be separate from all other school districts.

The County Unit

In this form, the county administers the school district through a county board of education, and a county superintendent is usually appointed by the board.

The Municipality or Township Unit

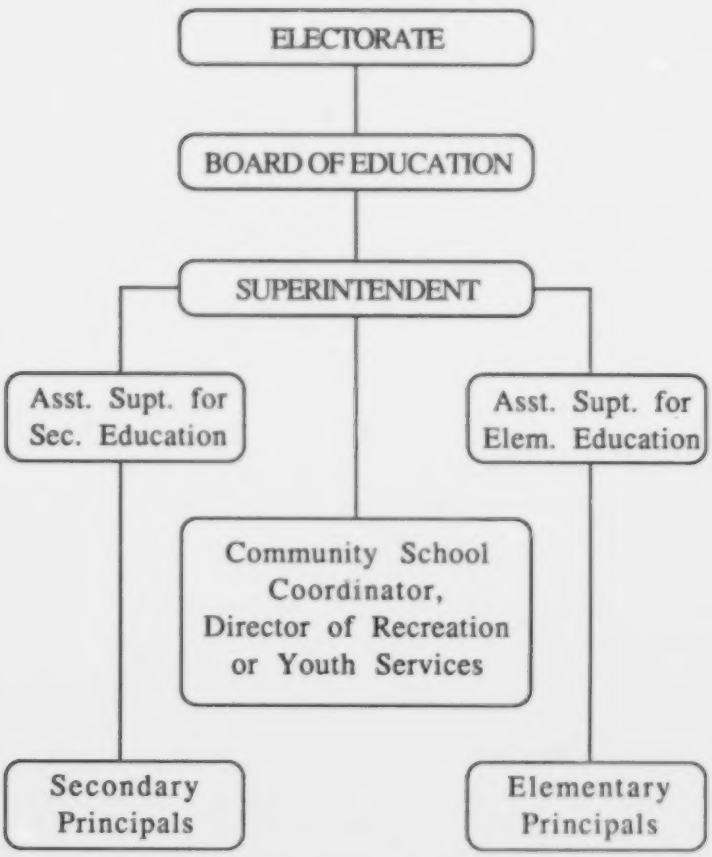
A city or group of towns are members of the administrative unit in this system. Generally, a separate school board is elected, but sometimes the city council also administers the school as well. Most have an appointed, professional superintendent.

State Systems

Alaska and Hawaii have state systems. In Hawaii, the state has only one system administered by a state board of education and state superintendent.. In Alaska, there are no boards of education. Some city councils operate schools, but most schools are operated through state administration.

Figure VII

TYPICAL UNIFIED DISTRICT ORGANIZATIONAL PLAN



School Districts

The school district may organize, promote and conduct programs of community recreation, and can cooperate with other jurisdictions in jointly establishing a system of parks and recreation. It can establish playground and recreation systems, acquire contracts, improve, maintain, and operate recreation centers, and grant the use of school buildings or grounds for park/recreation purposes. Employees necessary to carry on the recreation program as well as custodial help may be secured and paid out of school district funds. Most states have "civic center" acts that provide a legal base for the use of the public school as a civic and community center. Some states even have a community service tax to fund this use.

The arguments for the use of the public schools as a community recreation agency are:

Advantages:

1) The school district possesses both indoor and outdoor facilities readily adapted for recreational use when not used for other purposes. Facilities therefore, need not be duplicated.

2) The school reaches all the children and is organized for an extension of its regular service.

3) The aims of education and recreation are very similar and the trend is to bring them closer together.

4) The school district possesses potential leadership among their trained teaching staff to carry on a recreational program.

Disadvantages:

1) The program administered by an elementary school district too often centers its activities primarily around the children of elementary school age and in a high school district around the children of high school age.

2) Schools have the special task of education; recreation may be looked upon as a secondary function. When there are budgetary problems, funds for recreation may be the first to be deleted.

3) The school district is being faced with the tremendous task of meeting the ever-rising needs of new facilities and teachers, needs brought about by increased school population.

4) It is difficult to secure funds for two functions (schools and recreation) at once. A separate agency could determine the recreation needs more accurately and could justify expenditure for the full recreational needs of all ages more readily.

The Roles of Public Education in Recreation

The primary objective of the public school system in the community, not just with students, is to help develop, to the fullest, the ability of each person to think and act effectively and creatively. Education does not stop at the school day's end. Work in the sciences, arts or languages can draw increased interest from related recreational activities. Sports and activities related to directed physical education are needed to develop maximum health and fitness.

Those beyond school age find work's efficiency is improved by counterbalancing it with leisure activities.

Many other organizations and groups share in the educational process. The family, church and community contribute to the greater realization of the capabilities of each person. The schools, however, must assume the major burden of formal education, and in so doing, will contribute increasingly to more beneficial use of increasing leisure hours.

Recreation, therefore, is an essential part of the educational program and as such has as its purpose the development and expansion of attitudes, skills, insights and resources which will benefit the individual both in leisure and at work.

11 - JOINT SCHOOL/COMMUNITY SYSTEMS

A coordinated recreation service joins the county, park and recreation district (if formed), and school districts, with the program being administered by one of the jurisdictions with each agency contributing funds for the administrative and program costs of the total recreation service.

Advantages:

1) Increased sense of responsibility for recreation on the part of the school district
2) Articulation with curriculum of the school district
3) Utilization of education equipment
4) Complete coordination
5) For smaller cities, money to hire a more competent administrator.

Disadvantages:

1) There are few executives with board experience to cover schools, recreation and parks
2) Executive must wear two or three hats--serve both superintendent of schools and city manager
3) Plan has no status in law
4) Budgets are highly complex.

The Community School Concept

The community school is an expression of the philosophy that the school is the logical hub of the community. It involves the people of that community in a

program designed to touch on all of the community's needs. This idea requires the members of the community themselves to participate in attempts at its improvement. Processes of education are at work in every facet of community life. Some of these processes are enriching, others damaging. The community school program develops learning situations wherever they might be, and encourages postive contact with community resources for people of all ages. This program, therefore, is the outward expression of the philosophy of community education.

Hubbard (1968) justified the community school in a traditional manner. A community school provides continuing educational and recreational services at the school on a twelve month basis. It offers sustained opportunities for communications and brings neighbors, school personnel, parents, youth and leaders together to enjoy leisure, improve their neighborhoods, and solve individual and community problems collectively by utilizing local resources.

This concept is based on the premise that the schools belong to the people. With the public schools used as community centers, the needs of communities will be more adequately served. This philosophy repeated the concept of the "little red schoolhouse" of previous generations in which the schoolhouse served as the community center for all activities. The total enrichment of the individual has as its base vigorous and spirited programs in physical education, physical fitness, sports and recreation. After this base has been established, art, drama, music, library, sciences, homemaking, occupational, and other adult education programs and activities become a part of the total

community school program. The schools acknowledge their major burden of the formal education, but also contribute increasingly to more life-laboratory experiences and beneficial use of increasing leisure hours.

A Florida brochure listed the "exciting" things that happened when a school adopted the community school philosophy.

1) The school becomes the hub of community life and support for the school is strengthened.
2) School shop facilities are open to the public.
3) Community drama groups are encouraged.
4) Adult music groups are formed.
5) Gymnasiums become recreational centers.
6) Playgrounds are used extensively.
7) Cultural activities of all kinds become a reality.
8) Adult education flourishes.
9) Cooperative procedures are developed.
10) Cooperative procedures are developed.

In short, both young and old can point with pride to the community schools.

photo courtesy U.S. Bureau of Outdoor Recreation

12 - PRIVATE & NON-PROFIT DELIVERY SYSTEMS

There are many types of private agencies:

1) Voluntary--those supported primarily by private funds, which render community services and are nonexclusive in their membership or extend recreational opportunities to nonmembers.

2) Private agencies--those which comprise the innumerable clubs and associations organized primarily for the benefit of their members and in which membership is on a selective basis.

3) Commercial and industrial agencies--include many business organizations which cater to the public demand for leisure activities and which have developed commercial recreation into a billion-dollar industry.

Voluntary private agencies can be classified, in turn as follows:

a) Groups organized and sponsored principally by adults.

b) Groups that are supplementary to adult organizations.

c) Adult groups sponsoring youth projects.

d) Youth-directed groups.

These agencies offer opportunities for any community to provide adequate recreation programs.

A growing number of companies, businesses and corporations are providing recreation activities of some nature for their employees, and the number is increasing. In some cases, recreation programs are administered jointly with employee associations and, in most instances,

the company's contribution to the cost of the program is supplemented by employee dues and fees. The recreation services provided by industry supplement activities sponsored by community agencies when they make their facilities available to the employee organization.

The tremendous popularity of fitness, games and sports, such as aerobics, golf, racquetball, tennis, boating, bowling, track and field athletics, fishing, hunting, polo, hiking, and water and winter sports has resulted in the formation of thousands of clubs or organizations devoted to one or more of these activities. Since sport and fitness clubs provide only one or two types of activity, they appeal primarily to persons who have a deep interest in these particular activities and whose desires for participation or recognition are not fully satisfied by existing public facilities. In addition to the local groups, state and national organizations have been formed for virtually every type of competitive game or sport. These organizations set up standard rules for the activity and in many cases promote or conduct state and national tournaments.

Comparable to the sport organizations are the many clubs which are organized around other activities or interests. Merely to mention a few of them suggests the wide scope of their activity and the variety of their membership: camera, stamp and hobby clubs, chess and checker, little theatre groups, glee clubs, orchestral societies, garden clubs, bridge clubs, discussion groups, civic-improvement associations, marionette clubs, bird watching clubs, sketch clubs, craft groups, and hosts of others.

There is evidence that churches and synagogues are adapting themselves to new conditions and new social patterns. With over four hundred separate denominational organizations, with a membership of over 125 million, and with a corporate wealth of over $15 billion, the church is a powerful and stable social institution. The social emphasis of its program has been in three directions: 1) Attention to a social gospel as well as to dogma, 2) stress on social and industrial problems in the zone of social justice, and 3) emphasis upon social service in general. The place of recreation in the programs of the National Council of Churches of Christ in the United States of America, the National Catholic Welfare Conference, and the Jewish Welfare Board indicates constructive and progressive recognition of recreation by church and synagogue.

A private agency provides programs of a specialized nature for groups in keeping with the aims and objectives of that agency. The main problem facing most private agencies is money. The common ways of receiving funds are through gifts, grants, endowments, donations, drives and membership fees. Which way the agency finances itself depends on what type of agency it is. A country club will use its membership fees, but a boys' club can't, so it must find other means of financing in order to survive. Agencies such as the Red Cross and the Girl Scouts are termed "quasi-public" agencies. They are often attached to a public agency but are not tax-supported. Their funds come from donations and volunteer work, as in the private agencies.

"United Fund" is the national organization of which "United Way" agencies are branches. This agency grew from many local "Community Chest" groups into a United Fund

comprised of and serving over 250 agencies. The United Way will judge an agency to determine whether or not it effectively fills a need in a community. Agencies are added or dropped as needs are determined. This is to insure that money is spent efficiently and directly where needed. At present, ninty-three percent of the money collected for the fund is used directly for people in need. Only seven percent is used for maintenance and campaign expenses, the United Crusade. This crusade is a joint effort of the United Fund agencies and the American Red Cross. Regardless of the heroic three-month compaign to raise money each year, the Agency still needs more. Needs in any non-profit agency grow faster than the donations come in. The United Fund is cooperative and exchanges information freely with any agency, public or private. Individuals can call and receive direct help or be referred to another agency. The United Way is a federation of citizen givers which, through a partnership with agencies, provides a balanced network of services for people in the community. In Southern California for example, the main coordination agency of both public and private agencies is the Recreation and Youth Services Planning Council, a United Fund sponsored organization.

Private agencies are designed to meet the specific needs of clientele who pay for the benefits and privileges of belonging. Some private agencies relate to public agencies by filling similar needs, exchanging information, or in using public facilities. Cooperation is a must between agencies. Competition only weakens both the public and private agency.

PART FOUR

THE ADVISORY COMMISSION PROCESS

13 - The Process

14 - Roles

15 - The Program

photo courtesy U.S. Bureau of Outdoor Recreation

13 - THE PROCESS

The learning process is a triangle with three equal sides, with each side being as important as the other. The labels on the sides are philosophy, concepts, and process. If one picked up the triangle and removed one side, the triangle could stand by itself but some of the stability and potential effectiveness would be lost.

Philosophy (Underlying Purposes)

Let's apply this analogy to the recreation and parks advisory system. First, let's look at the philosophy (purpose) of advisory bodies.

> No wind is favorable if a ship does not know to which port it is sailing.
>
> *Socrates*

The primary reason advisory bodies were established was to help decision-makers make the best informed decisions. The foundation of advisors is to be in a support posture, always working towards the best solution to a problem, or helping to identify the best of several alternatives.

The question that will always be foremost in the minds of effective support people (advisors) is, "Is it good?" rather than "Is it good for me (us)?"

The majority of advisory commissioners who attend training seminars and workshops take exception to the proposition that their primary role is to help with the decision process. They feel their purpose and role is much greater and broader. They cite the following activities as a basis for their disagreement:

"We make decisions without consultation with the appointing authority. For example, we approve programs, set hours of operation, set facility use policies, and give awards."

"We serve on committees for a wide variety of purposes, such as community surveys, legislative input, Fourth of July carnival, day camp, and special projects."

"We serve as volunteers for special events, present awards on behalf of the appointing authority, represent the city at special meetings and/or events."

"We feel that being tabbed as "only advisory" reduces our importance and downgrades our worth to the community."

"We improve the quality of life in the community, obtain better community facilities, and help decrease crime

by providing supervised recreational programs and well-lighted park sites."

All of the foregoing arguments are valid. Whether or not recreational programs are perceived as being a deterrent to crime, there is no doubt the quality of community life is enhanced by sound recreation programs and well maintained, well lighted playgrounds. Empirical evidence correlating a reduction of youth crime and recreation programs is sparse. Advisory commissioners do serve as volunteers, committee members, and city representatives. However, those activities are not the major purpose of the commission. In fact, many non-commissioners also serve as volunteers, committee members, and city representatives.

Commissions make independent decisions when that specific decision authority has been delegated to them. However, few administrative responsibilities and/or decision authorities are delegated to an advisory commission. If the latter responsibility and authority were granted, the commission would no longer be an advisory commission; instead, it would be an administrative or policy commission.

It is true that there is a perception of "less-worth" when the term "advisory" is applied to a commission. This perception is accentuated by comments from staff personnel (professionals) who are often heard saying:

> They (commission) are only advisory.
> They (commission) can only recommend.

The perception of less-worth is also fostered by commissioners themselves. There is something about the ego that says, "I am not important if I cannot decide for myself." Ergo, that feeling is translated to reality when advisory commissions are told their major role is to advise.

The "self-worth/less-worth" issue will be addressed in discussion of concepts.

When discussing this leg of the triangle, one is reminded of a saying which is kept posted on many an office wall:

> When standing waist-deep in water surrounded by alligators, it is difficult to remember the original objective was to drain the swamp.

So it is with advisory commissions. Alligators tend to cloud their original purpose, "to provide support for the decision process."

The second leg of the triangle, concepts, is usually overlooked, unrecognized, or generally ignored. There is a tendency to assume others have a universal basic knowledge.

Some of the concepts required for park, recreation, and leisure advisory commissioners, (and other advisory bodies) are:

1) What constitutes "recreation?"

2) The concept of completed staff work.

3) What is the difference between "policy setting" and "administration of policy?"

4) Knowing when to "represent" and when to "legislate."

5) Understanding the relationship between the commission, the paid staff, and the appointing authority.

6) Recognizing and applying the concentric circle of influence.

7) Working with goals and objectives.

What is Recreation?

> Park and recreation resources are more, much more, than places to have a little fun or to learn the names of butterflies and dead generals.
> *William E. Brown*

Often when a person becomes an advisory commissioner, little is know to him/her about recreation. It was thought to be balls, bats, and swimming pools, or parks loaded with people having picnics...activity.

The quality of a recreation program or facility is judged accordingly. If the park was full of people and they were all busy doing something, then the recreation efforts were successful. When the staff attendance figures supported this observation, they were positive their efforts were worthwhile and the role of commissioner was being fulfilled.

How little did they know...

Then, they were introduced to a top notch theory textbook through a recreation conference, or they were exposed to speakers such as Dr. David Gray from California State University at Long Beach. Many talks about recreation, its place in the lives of Americans, and the role of commissioners in helping to provide recreation services

have been presented. Dave Gray (1974), in his well known paper, "Future Perspectives," defines public recreation in terms of:

1) Government can no longer dictate what is "right" and "desirable."

2) Ethnic, religious, and minority cultures must participate equally.

3) No public institution can reach democracy and perform as an oligarchy.

4) Industry or government can not plunder the environment.

5) Attitudes towards social behavior, particularly between the sexes, have taken on a whole new dimension.

6) Being old and female in American society is a separate experience and environment from all who are not old and female.

7) The majority culture has, with minority cultures, the equal responsibility to participate.

Other disciplines have also offered definitions of recreation. Luben Tonev of Bulgaria, in his paper, "Work, Rest, Recreation: The Vital Milieu," presented at the 1970 International Conference of the Commission on Town Planning of the Internationale Des Architechts said:

> Recreation must include the opportunity for the human being to enlarge and enrich his [her] contacts among family members, acquaintances, and fellow citizens. His [her] cultural, artistic, and physical activities must be allowed to increase, as well as his [her] knowledge of his [her] own country and the world. Recreation and Leisure, then, are now considered opportunities for the expansion of a human's personality.

To reach maximum potential of effectiveness, advisory commissioners and professional staff must discuss and agree upon a definition. That common definition should be reduced to writing and published so that all concerned will be on common ground.

Perhaps one of the greatest unspoken failures of the recreation professionals is their failure to recognize and act upon the fact that most advisory commissioners are serving on the commission during their individual leisure hours. That leisure time is further spent in recreation. It then follows that commissioners are "recreating."

Some recreation professionals apply far less effort or diligence to the outcome of the advisory commissioner's recreation experience than he or she does for a more widely accepted recreation program such as baseball.

Perhaps the reason the failure mentioned above occurs so universally is that professionals themselves do not fully understand and embrace the board all-encompassing definition of recreation.

A suggested simplified definition is: recreation is any activity in which an individual can feel good about himself/herself. Recreation can be any place at home, work,

play or in church and it can be active, passive, quiet, loud, long or short.

A fallout of this concept is a thought provoking statement:

> A park need not be a special kind of place, rather, every place can be a special kind of park!

14 - ROLES

Representative or Legislator?

Commissioners talk about "representing" a special group or point of view. They are insistent they have to vote a certain way because their constituent group wanted him/her to vote towards a certain position. Consequently, they proceed to cast their vote towards that position regardless of other information or data that may be presented.

If that posture was what was intended, there would be no reason for the advisory group to meet as a body. The vote could be mailed or telephoned to the office.

Of course, the "vote as instructed" is not the intended posture. Advisory commissioners are selected because they can represent the citizen viewpoint. They can bring information to the meeting and "represent" a particular group or stance by giving the other commissioners the information.

When the constituency position has been explained, the task of being a representative is complete.

The effective advisory commissioner, then, changes hats and becomes a legislator. Then, in consort with the other commissioners, he/she makes the best decision the commission is capable of making.

Respect for and comprehension of the other person's views is the essential opening for communication of persuasion.

A person is most likely to modify particular views if he [she] is challenged in a way that does not assault his [her] general values.

From "Vietnam and the Silent Majority: A Doves's Guide"

By: Milton J Rosenberg, Sidney Verba, and Philip E. Converse

The Art of Completed Staff Work

One of the most consistently heard complaints from advisory commissioners is that "they" very seldom "take my advice." The add on is "if they didn't want my advice why did they ask for it in the first place?" This complaint is living proof that the individual speaking does not understand or does not accept the superordinate objective of commissions...that of helping the decision-makers to make a good decision based on the best information available.

Our task as commissioners is to provide complete reports and complete information, to present that information in a clear and concise manner, and to be available to expand or respond to questions. If we do our best and have given the deciders a good report, then, our sense of accomplishment does not require "acceptance of our advice." Remember we are advisors in a helpful posture. We are not in an "advise and consent" role.

Policy Setting Versus Administration

The advisory commission is part of the policy setting arm. We advise the city council (or other appointing authority) on changes in, or establishment of, policies. These may range from the use of facilities to fees and charges to long range planning. Commissioners do not implement those policies. The paid or volunteer staff members carry out and interpret the policies. It is essential that all commissioners understand and honor the separation of policy setting and administration.

Bull's Eye Thinking

Each of us operates in concentric circles known as sphere of influence. Some people spend their entire life operating in a circle involving family, work and church. Others broaden their sphere of influence by getting involved in community activities. Each involvement adds another concentric circle and enlarges the individual's base of knowledge and experience. Thus, the commission as a group, and as individuals, needs to constantly expand its contacts to include other agency groups and commissioner associations at the county, state, national and international levels. To do less will cause us to always be focusing on the smallest sphere of influence.. the bull's eye.

Recruitment

Recruitment of advisory commission members varies with each public entity. Some agencies have a very sophisticated recruitment and selection process. Others use a spoils or pay-off system. Some agencies practice nepotism; others permit the staff or existing commission to

recruit members. A few have defined "representatives" to serve as commission members, and still others post notices inviting people to apply for commission membership.

Although the individual commission members and/or staff may not have control over the appointing decision, they can have some control in the selection process. Perhaps the development of a recruitment process is necessary.

The first step in developing a recruitment system is to identify the selection criteria for an advisory commissioner. The criteria include the following:

Must Have:

1) A mix on the commission representing the ethnic, social, educational and economic mix of the community served.

2) An individual who has the time and commitment to prepare for and attend commission meetings held on a regular basis.

3) An individual who has the time and commitment to attend initial orientation and/or training meetings relating to commission roles and responsibilities.

Nice to Have:

1) A diversity of opinions, viewpoints, and occupations on the commission.

2) An individual who is willing and able to attend conferences and training seminars, serve on special committees, and act as city representative at functions.

3) An individual who has clout with the appointing authority, chief executive officer, key staff personnel, and community "thought leaders."

4) An individual who has specialized skills and talents that will support commission and agency objectives.

5) An individual who is sincerely interested in serving on the commission for "common good" rather than self interest.

After the selection criteria have been established, the second step is to assess the need for each criterion for the specific opening.

The following scenario may serve as an example:

The community of Bradley has a population of 92,000 people, a median income of $25,000.00 annually, and an education median of 13.2 years. Twenty-five percent of the population are self-employed; 85% are working mothers; 10% are single-parent families. The ethnic distribution is 70% Caucasian, 15% Spanish sur-name, 10% oriental, 3% black, and 2% undetermined.

Thirty-three percent of the population are under 18 years of age; 15% are in the age bracket of 19-25 years; 35% are 26-45; 15% are 46-65; and 2% are over age 65.

The community is youth centered with strong emphasis on organized sports. Baseball, football and soccer leagues for both boys and girls place a heavy demand on playgrounds.

The make-up of the present Bradley Recreation and Parks Advisory Commission is:

A white male insurance agent, age thirty-two, who is pro-Little League, has a median income, and two years of college.

A white male school teacher, aged thirty-eight, who coaches baseball and basketball at the local high school on the east side, works part-time officiating at high school and community college sports events, and participates in a part-time musical act.

An Hispanic male teacher, age thirty-six, who coaches soccer at a local south area high school and is working on his masters degree.

A white male utility worker, age forty, who is active in AAU age-group swimming, has above the median income, has a masters degree in business administration, and has been politically active in the community.

One position is vacant.

It is readily apparent that the Bradley Recreation and Park Advisory Commission is overrepresented in several criteria. The commission is predominantly white male with athletic orientation and background, college level education, and business/education occupations.

The open position should be filled with a female, preferably a minority, who has interests other than athletics. Her age bracket should be other than 24-45. Hopefully, the selected individual's occupation will not be education, self-employment or management.

Once the selection criteria have been established, the third recruitment step is the candidate search, which should include the following steps:

1) Recommendations or nominations by the appointing authority, staff and commission.

2) Posting of the opening in and around the city facilities.

3) Circulation of printed announcements to clubs, organizations, churches, schools, and business bulletin boards.

4) Advertising and articles in the local papers and news media (radio, television, movie theaters, sign boards, and marquees).

5) Announcements at service clubs, city sponsored events, churches, schools, PTA meetings, senior citizen groups, cultural arts, and similar meetings.

The search will bring many applications to the selection committee for review. The screening process will narrow the field to those who meet the selection criteria. In the example scenario, white male "jocks" will be eliminated, while the female applications will be retained.

The screening process is followed by an interview. The interview is the most critical phase of the the recruiting process because it is here that the applicant and the selection committee can forthrightly exchange information.

The screening committee needs to inform the applicant about the real time commitment, the training and orientation commitment, and other related activities. The "it won't take much time" syndrome, the "you're already over-qualified" recruitment ego builder, and the "not much expected of you" enticement slogans must be clarified and rebutted by the screening committee. The true performance expectations must be voiced.

The applicant, on the other hand, must be honest about time availability and potential commitment, his/her willingness to accept orientation and training, and the underlying motivation to apply for the position of advisory commissioner.

The screening committee must keep in mind that the motivation for serving is important only in that the individual has a purpose. The issue is not the fact that the motivation may not be compatible with the values of the committee, but whether or not the committee can accept individuals with different viewpoints. One of the techniques in personnel strategy is for the supervisor to select someone who has strengths in the areas where the supervisor has weaknesses; thus, the two can support and complement one another. Too often, selecting supervisors tend to "clone" and select someone in their own image.

The last step is to secure approval by the appointing authority. Hopefully, the appointing authority looks on the screening committee for "advise and consent" rather than simply just advice. If the appointing authority does not agree, then the committee tries again with another candidate.

Orientation

After the selection process is completed, the selectee is faced with becoming a part of the commission. Often the orientation is a perfunctory run through by a member of the staff. However, if the indoctrination is to be effective, it should be addressed by the appointing authority, staff and commission.

The staff portion of the orientation usually includes:

1) A meeting at the agency with introductions to key staff personnel, a packet of information, and a tour of the agency headquarters.

2) A tour of existing facilities. A discussion of the recreation programs at each facility, program and

maintenance schedules, known plans or projections for each facility, and a history of the facility.

3) A review of the commission source documents, charter, by-laws, standing rules, and unwritten regulations.

4) A review of the commission support structure, including research assistance, clerical help, supplies and materials, expense accounts, and special considerations such as parking.

5) A review of the location, timing, protocol, seating, and conduct of commission meetings.

6) A review of the commission agenda process--when agenda is prepared, who prepares the agenda, how items are placed on the agenda, the type of support documents that accompany the agenda, when and how the agenda is delivered to the individual commissioners, how to review the agenda and get additional information, and finally, how to prepare for the meeting without reaching conclusions that are tantamount to a decision before the commission meeting.

7) A review of the methods used by the commission to select the chairperson, how commission committees are established and how they function, and how the commission interacts with other agency departments and commissions.

8) A review of the formal communication process between the appointing authority and the commission and the formal communication system between the staff and the commission.

9) A frank discussion of the staff expectations of the commission as a body and the individual commissioner. The limits of commission (commissioner) authority and

responsibility, and generally acceptable behavior. The discussion will ideally include attitudes and relationships with the appointing authority, staff, other commissioners, intra-agency contacts, and contacts with the press representing the agency and/or commission.

10) A review of the commissioners association, education and training opportunities, future seminars, conferences, and conventions.

The orientation of a new member by the commission ideally includes the following:

1) The chairperson contacts the new member to welcome him/her to the group.

2) A "buddy" is selected for the new member to help break the ice.

3) The "buddy" assists with the first meeting, arranges introductions, and explains seating arrangements, general meeting decorum, and participation guidelines.

15 - THE PROGRAM

The Commission Meetings

The crux of being a commission is the activities surrounding the commission meeting. It is here that decisions are made, votes taken, and recommendations solidified. It is at the meeting where plural becomes singular and the commissioners join their individual projections into a collective recommendation of action. The quality of the decisions which lead to group recommendations and/or group action depends almost entirely on the amount of preparation by the individual commissioners, plus the staff support provided before and during the meeting.

Commissioner preparation for a meeting includes the following:

1) A review of the meeting agenda and support material provided for each agenda item.

2) Noting of questions and determining whether or not information needed to answer questions will be available at the commission meeting. If the answer is "yes," proceed to Step 4.

3) If answers to questions require additional research, contact staff, fellow commissioners, and outside resources, as appropriate, to get information needed.

4) Making sure one's preparation does not include drawing conclusions which are tantamount to a decision.

5) Finally, preparing one's self mentally to be open-minded, ready to accept different points of view, lay aside

personal biases, and share one's thoughts, opinions, and experiences.

6) Remember: a commissioner is first a representative, second a legislator.

7) The last thought should be, "Whatever I decide, I need to ask, is it good?" rather than, "Is it good for me (us)?"

8) Being on time.

Staff Preparation for the Meeting

Most training seminars and commission activity orientation programs focus on the commissioner. However, the key factor to successful and effective commission/commissioner activity is the professional (staff person) who interacts with the commission. The preparation for the commission meeting will include:

1) Preparation of the meeting agenda in consort with the chairperson.

2) Preparation of reports, supplemental information, and other data for the decision process.

3) Arranging for delivery of agenda package to commissioners a minimum of one week before the meeting. Early delivery enables the commissioners to review the material and ask questions, in other words, do their homework. A week advance notice is not hard and fast. Each commission may adjust the time span; however, preparation is essential and adequate time is the most important factor in the preparation equation.

4) Giving attention to individual commissioner needs. An effective staff person knows that the commissioner knows who needs additional support, who will be prepared, who will ask questions and investigate further.

5) Arranging the physical layout of the meeting. Seating arrangements are important. Name cards, if used, should be in place, as well as writing and note material, extra agenda packages, audio/visual equipment, guest seating, etc.

6) Arranging for the non-physical aspects of the meeting such as clerical support for taking meeting minutes, introduction of guests, staff, key people, instructions for those who wish to address the commission, and water, coffee, and tea.

The Meeting

The effectiveness of the commission meeting is usually controlled by the environment. For example, the configuration of the seating, the individual commissioners' locations with respect to the chairperson, where the staff and support people sit, the audience participation arrangements, and facilities for receiving presentations are factors which lend themselves to effective meetings.

Configuration of Seating

The most effective seating arrangement is a round or oval table large enough to seat all commissioners, staff, and guests who wish to address the commission. The audience seating should be on the same level or theater type seating.

The round/oval table arrangement permits everyone to make eye contact, dialogue with one another, and it psychologically gives a perception of equality of members.

The next most effective arrangement is the rectangular table with the commission chairperson at the head of the table. This arrangement permits eye contact

with all members of the commission. It also provides a focus on the chairperson, which helps control the meeting.

The least effective seating arrangement is the "curved chamber" approach with members seated in a line or arc. This arrangement stilts discussion, isolates commission members, and tends to encourage talking to the audience rather than to other commissioners. Further information is in Part Six.

Meeting Discussions

Discussions at the commission meeting are normally directed by the chairperson. The most effective commission utilizes the chairperson as a "coordinator of discussion" rather than applying strict rules of order such as Roberts. As coordinator of discussions, the chairperson participates fully in the discussion, assumes responsibility for ensuring all members get an opportunity to voice opinions and viewpoints, and directs questions to staff and support personnel.

The chairperson can make or break a meeting. He can encourage or discourage discussions, direct, abdicate control, or even over control the meeting. On the other hand, commissioners as a group and individually, contribute to the effectiveness of the meeting by participation, using open and frank discussion, and listening to other's viewpoints and ideas. If the chairperson does not ask for the "silent" one's opinion, it is incumbent on the others to ask for that opinion.

The goal of the commission should be consensus on every issue. This is gained by give and take (not compromise) and adjusting to different positions until

general agreement is reached. The alternative to consensus is the vote where majority rules.

The "how to" of interaction is discussed in more detail later.

Follow-Up

Too often meetings are held, discussions are completed, agreements are reached, assignments are made, and the last step--follow-up--is ignored. There is an assumption that everyone understands what further action is required and that action will be taken. For Example:

1) An item on the agenda is tabled for lack of information or similar reason.

2) An assignment is accepted by one of the commission members. He/she will "do it." Thus, the others sit back and wait for the assignment to be completed. Each member thought the others had some understanding of what was to be done and what the end result would be. Too often it is assumed the task was done in accordance with unspoken understanding of the agreement.

Good follow-up procedure can and will alleviate much of the misunderstanding and, more importantly, will increase the effectiveness of the advisory commission.

Here are some suggested follow-up procedures:

Meeting Agenda Items

Assign each agenda item a specific agenda number which is unique to that item. For example: 87-1, 87-2, 87-3, etc. "87" designates the year and "-1" designates the chronological sequence for the year.

The Meeting Agenda Sheet Lists

1) The agenda item number
2) Description of the agenda item
3) Blanks for action taken

An Agenda Item Log Sheet is Maintained

1) The agenda item number
2) Date of meeting
3) Description of item
4) Action taken at meeting
5) Follow-up required
6) Follow-up responsibility
7) Date scheduled for report back
8) Date report back was completed

The most common reactions to the suggested procedure are:

"That is too much paperwork."

"We don't have the staff support."

"That is too time-consuming."

"I don't like to be structured."

Although it may appear to add paperwork, the process will actually reduce paperwork. This method provides a tracking system, a quick, ready, common access referral system, and a quick and easy "tickler file."

The issue of staff support is the very reason this system is effective. It is true that often advisory commission needs are not high on the staff support priority list. In fact, in many agencies there is no staff support. The system outlined is supportive to staff effectiveness and also lends to "self-administration" by the volunteer clerical support of commissioners themselves.

TIME is always a factor. Time is the one non-replaceable resource we have. From the instant we arrive on this planet, our time resource diminishes. Therefore, when we talk about availability of time, we talk about time management. It is a truism that the most effective people manage their time and resources and use processes and procedures to accomplish their goals. Effective people plan to act, not react. The system proposed is a method. It is a routine that can assist to manage time. Whether the method which is outlined is used or whether another system is utilized, time is a manageable factor.

The last excuse, "I don't like to be structured," is reserved for those who talk but usually do not follow their talk with action. People who want to be accountable also are committed and are the "doers."

Beware of non-structured people.

In this day and age, computers are helpful. The follow-up system discussed is adaptable to computer application.

Presentations

The term, "advisory commission," implies that the commission is giving input to another decision body. Assuming the commission is in an advisory position--that the commission does make recommendations for a decision body--it, then, follows that presenting the recommendation to the decision body is part and parcel of the commission purpose cycle. Therefore, the presentation activity is the glue that ties all other activity into a neat package.

The first step in the presentation process is to define to whom recommendations are directed and, secondly, how those recommendations are communicated.

Most commissions are postulated to advise the city council or elected body. However, in reality, most advisory activity focuses on the department head level or Chief Executive Officer. So the first step in each presentation is to determine who the target audience will be.

The second step is to determine the process by which recommendations get to the governing body. Usually, routine, non-special type project recommendations are funneled through staff to the C.E.O. and, if necessary, to the city council or governing body. In some agencies, the route to the governing body is closely guarded by the C.E.O. and the opportunities are limited for commissions to present recommendations.

Recommendations to the governing body concerning major projects and issues of public concern should be presented by the commission.

The commission presentation to the governing body is an opportunity to demonstrate the value of the commission. The following is a suggested procedure to maximize the presentation opportunity:

The written recommendation should be presented to the governing body in ample time for their review. A proven format for the written report is:

1) One-page summary containing:
   - Statement of issue and brief explanation
   - Summary of findings
   - Commission recommendation
2) Detailed report with the following sections:
   - Statement of project
   - Background and history
   - Steps of investigation

- Details of methods used
- Findings in detail
- Assumptions
- Conclusions
- Decision Analysis
- Recommendations

The one-page summary gives the decision makers a quick synopsis of the commission recommendation. The detailed report gives the option of reviewing the entire report or just the sections of interest.

The presentation at the meeting should be well-planned, brief, and to the point. The steps in the presentation are:

1) One's name is stated, the purpose of the presentation, and how much time the presentation will require. Be sure to honor the commitment. Under no circumstances should the time limit be exceeded.

2) State what is expected from the governing body at the close of the presentation, for example, decision, direction, ponder (think about it).

3) Indicate how questions will be fielded, for example, during the presentation, at the end, or fielded by someone else.

4) How and when visual or audio aids will be used.

5) The presentation should be additive and supplemental to the written report. *DO NOT* go over or repeat the material in the written report unless in reply to a query.

6) Answer questions by first repeating the question and then answering as succinctly as practical.

7) Thank the governing body for the opportunity and sit down.

Remember, the commission role is to advise and provide information for the decision process. The commission role is complete when the information has been given.

It is not the commission's role to force the recommendation of the governing body. The worth of the commission is measured by how well the information is gathered, assembled, analyzed, and presented. The acceptance of a recommendation is not part of the commission effectiveness evaluation.

PART FIVE

RELATIONSHIPS

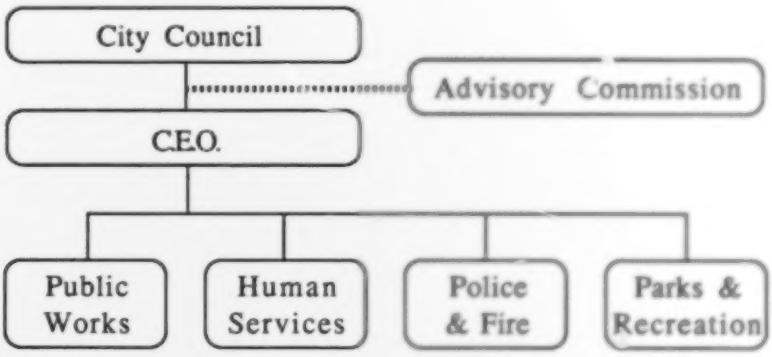
16 - Communicating

17 - Basic Relationships

photo by Clemens Kalischer

16 - COMMUNICATING

When communicating relationships, the Commissioner is usually portrayed by an organization chart. Typically, it goes something like this:



The chart implies the decision authority is on top, has authority and the power.

The chart also implies by a solid tie, the staff has a direct line to the decision makers. The tie to the Advisory Commission is a dotted line--thus implying a weaker tie to the decision authority.

Another organizational chart may be more appropriate.

The governing body derives its authority and power through election by voters. The commission derives its authority and power as delegated by the decision authority. By this delegation, the commission becomes part of a team. The staff derives its power and authority as delegated by the governing body and becomes a member of the taxpayer support team.

The relationship of each of the three entities varies with each agency--the size of the agency, the age of the agency, the governing body mix, etc.

Usually, the closest relationship exists between the immediate staff and the commission. That relationship should be one of support for one another and respect for the other's position, knowledge and expertise. However, in reality, good working relationships within the commission is essential. Even though the group will be from diverse backgrounds and experience, they can, as individuals,

respect varying viewpoints to focus on the common goal of improving the quality of life.

The staff person can monitor commission interaction and serve as a catalyst to address conflict within the commission. However, the smoothing of ruffled feathers is not the sole responsibility of the staff. Commissioners, individually and collectively, have a responsibility to work toward harmonious interaction.

A commissioner's relations with the staff hopefully will be one of cooperation, respect, and consideration. Too often, commissioners, particularly new commissioners with a special interest, tend to take on an adversary role with the staff. When this occurs, the other commissioners have the responsibility to discuss the issues and to move toward a supportive working relationship.

The citizen advisor performs many functions in various levels of the agency operation. The following are the major categories in which this involvement will fall.

Agency-Wide: Each and every advisor can and does contribute to the agency's progress. The advisor participates in:

- Formulating new programs and services.
- Developing and monitoring the agency master plan.
- Designing and redesigning facilities.
- Setting budget priorities.
- Evaluating programs and services.
- Participating in decisions on direction and policy.

Local Area: In addition to these, the advisor has a responsibility to represent his local area or special interest. This level of involvement is done through:

- Being familiar with local area.
- Identifying and supporting local needs.
- Improving programs and services.
- Being visible and open to the people, their wants and desires.

Within the Advisory Group: The advisor also has responsibility to his group:

- Adherence to the principles of fairness, the right to speak, and effective group action.
- Maintenance and self-evaluation of the group.
- Recruitment of new members.
- Orientation and training of new members.
- Resolving conflicts.
- Receiving complaints and offering appropriate solutions.

Agency Representation: As an appointed citizen advisor there is responsibility to properly represent the agency. The advisor should:

- Know, understand, and be able to articulate information about the agency, its operation and direction.
- Conduct community business with the utmost concern for the agency, its staff and elected officials.
- Be accurate in the dissemination of information.

Publicity: The advisor is often involved in publicity efforts and should recognize the need to properly channel any publicity through the staff.

Money Handling: Many advisory groups handle money in one form or another. There are several principles to follow in this regard:

- All money collected must be for an authorized agency activity.
- All monies must be properly deposited and recorded with the agency.
- All expenditures must be properly authorized.
- Any money collected under the auspices of the advisory group and/or the agency may only be used to further programs and services of that group or the agency in general.
- No money can be collected for or given to charities, schools, etc. unless authorized.
- Petty cash funds must be controlled with the proper guidelines.

Solicitation of Donations: As a non-profit community agency the Board can and does accept donations. The advisor can be involved in this but should follow these guidelines:

- Donations may only be accepted when approved by the agency staff or governing body.
- No solicitations of donation should occur unless first cleared with the agency.

Recruitment of Volunteers: The agency relies heavily on the volunteer spirit of the community. The advisor should help with this by:

- Understanding how volunteers are used in the agency.

- Actively committing people to assist.
- Helping to recognize individuals for their contributions.

17 - BASIC RELATIONSHIPS

An advisor has to relate to many groups of people. Some of the basic relationships are with the agency governing body, the staff, their own advisory group, the community, the agency headquarters, other governmental agencies, and special interest groups.

The following sections are to assist the advisor in those relationships:

Relationship with the Governing Body

As a normal rule the commission chairperson or staff person will report to the governing body at one of their monthly meetings. The board members may, from time to time, invite others to attend a governing body meeting for direct input.

Individual contacts with the governing body to discuss problems are neither encouraged nor discouraged. This will have to be handled on an individual basis. Should a controversy arise within the advisory group, counsel and guidance are available from the staff as well as from the individual members of the governing body. However, it would be inherently unethical for an individual advisor to attempt to influence or persuade others to assume a posture which may be in opposition to the commission.

Should a split opinion exist on group action, it would be appropriate for a majority and minority report to accompany the recommendation to the governing body.

It is expected that the individual advisor recognize the following items:

- The major purpose is to become involved in decision making.

- The advisors are appointed by the governing body.

- The advisor has an obligation to serve the public and to represent their viewpoint.

- The contact with the governing body should always be open and never used to circumvent the staff or advisory group.

- The advisory group should not knowingly and openly embarrass the staff or the governing body.

- The advisory group should render as much assistance as possible to the governing body and avoid placing them in an untenable position.

- The advisory group should assist the governing body in developing public trust in the citizen advisory system.

- The advisory group should be sensitive to agency priorities and know when to take a stand. There are times when for the good of the overall agency it may require adjustment of the priority level of a particular project.

- The advisory group falls under the restrictions of the Brown Act whereby decisions and recommendations can only be made at a duly constituted meeting which is open to the public.

Relationship with Agency Staff

Misunderstandings and problems can develop in the relationship between the agency staff and the advisory group if an enthusiastic advisor attempts to take aboard those duties which are not within the framework of the commission action. Each advisor must be alert to the

difference between advisory policy setting and doing the work.

At times an advisor may be asked to do the work as a volunteer. It is doubly important that when this occurs, the difference be recognized and be communicated to insure there is no question about the role of the advisory body and the individual's volunteer assignment.

With this in mind, the following role, supportive and advisory to staff and Board objectives, may be used as a guideline:

- Contacts should be with the agency staff member assigned to the advisory group rather than to other staff people. The advisor should feel free to make a contact with the higher level supervision, and/or the governing body, providing the assigned staff person is also notified of this contact.

- Contacts with staff members should clearly be in the framework of the advisory group's assignment.

- It is important for advisors to know the facilities. A visitation program both on an unscheduled and scheduled basis will allow the individual advisor to become fully knowledgeable of the program, park area, equipment, facility use, etc.

- The advisor should not ask for individual reports, favors or special consideration.

- The advisor should recognize that he/she may have an opinion or position on an issue and that comments to the press, the public or other gatherings should not be made on behalf of the committee unless authorized to do so.

- Advisors should realize the assigned staff person works with the committee and reports directly to an agency

supervisor. He/she is limited in scope of authority to carry out recommendations

Relationship with Fellow Commission Members

The relationship with fellow advisors will undoubtedly be ones most important relationship as one serves on the advisory group.

Before talking about relationships it may be well to point out a few facts about other advisors. All come from various backgrounds--educational, occupational, religious, social, economic, physical, and cultural. We should be aware that these differences do exist.

We must also recognize that the reason for serving on the advisory group will be different and perhaps some will have a special interest. Each member will contribute in his/her own way and is an important part of the decision process. We should not expect every commission member to give time, talent and knowledge of the same degree. Some will give more and others will give less, but in the end the community will benefit.

Bearing this in mind, the following relationships may serve as a guideline:

-We must always respect the other individual's viewpoint even though it may be opposite of our own.

-We must allow the other individual to articulate his/her views and then attempt to make an objective evaluation of those views, to the limit of our ability.

-Evaluation of our fellow commission members' viewpoints should be based on what is best for the total community and what is best for all concerned.

-There will be times when political action among the commission is apparent and we must strive to minimize that whenever possible.

-We must be open and honest at all times.

-Each advisor has a responsibility to recognize new members and see that they are made welcome, become oriented, and receive training.

Relationships with the Public

It is important one recognize that as a citizen advisor one's comments are often interpreted to be that of the commission one represent, the staff, or the agency governing body, even though one states that one is speaking for oneself. An advisor's comments to the press or other public utterances are sometimes misinterpreted and then become at odds with the overall goals of the agency.

The advisory group is expected to fulfill two major functions:

1) To serve as a communication link from the community to the staff and agency governing body.

2) Provide feedback to the public with respect to agency philosophies and policies, as well as issues that may be considered by the governing body.

The following guidelines are offered:

-Statements of a public announcement nature should flow through the agency public relations office.

-There should be no promises made to the public that are binding on the advisory group, staff or governing body.

-Comments to the public and to the press must be factual.

-The commission members have an obligation to listen to comments or complaints of the public and to follow with a recommendation for action to the staff or governing body.

-In the event of a controversy between staff and the public, the advisory group may serve as an appeal board.

-Advisors may act as liaison with city, county, state and national elected officials on behalf of the agency when coordinated through the governing body or staff.

Relationships with the Agency Headquarters

The operation is often centralized at the agency headquarters. Housed in this facility is the office of the Chief Executive Officer, offices of the heads of each department, the offices of recreation program supervisors, coordinators, as well as administrative and clerical staff. The advisor is welcome to visit the facility or, better yet, use some of the staff resources available through it.

Office hours are usually firmly set and publicized. In relating to the agency office, the advisor is expected to:

-Set up appointments in advance whenever possible.

-Give the staff member an indication of the purpose of the visit so proper information or action may be taken in preparation for a visit.

-Utilize the staff resources when background information or policy interpretation is needed.

Relationship with Other Governmental Agencies

Since the agency servicing people is associated with many agencies, the advisor often comes in contact, directly or indirectly, with city government, such as the city

council, city commission and/or city staff or school districts, their staff or board officials.

The advisor is reminded that the agency is strongly committed to inter-agency cooperation and the advisor should relate that cooperative spirit whenever appropriate.

Likewise, it is important to note that the agency is usually self-governed by an elected body and that the park and recreation services in this area are the sole responsibility of the agency. The other agencies and school districts have their specific functions which may also include recreation services.

Keeping this in mind, the advisor is asked to relate with other governmental agencies in these ways:

-Most of the contacts with governmental agencies will be as a citizen or taxpayer, not as an agency advisor.

-If asked to comment on an agency matter, it is best to refer it to staff or get an interpretation before making the comment. Give facts, not opinions.

-An advisor may act in an official capacity with other agencies only when specifically given that authority by the agency.

-Refer agency representatives to the agency staff rather than speculate on an agency position on any issue.

Relationship with Special Interest Groups

As an advisor, one will come in contact with many special interest people and groups. That's good. Special interests are a part of everyone. But as an advisor one must realize the limitations the agency has in serving special interests. One must:

-Become familiar with the agency's basic services to special interest groups.

-Realize the advice and recommendations should be in the best interest of the whole community.

-Assess requests by alignment or non-alignment with agency goals and objectives.

-Base ones judgements on needs.

-Recognize the agency cannot meet the need of every special interest group and must be consistent in its service to people.

A Sample:

BELLAMY ADVISORY COMMISSION

Agenda for March 25, 1987

7:30 p.m. -- Conference Hall

CALL TO ORDER
ROLL CALL
INTRODUCTIONS
REVIEW PROCESS TO ADDRESSS COMMISSION
CALL FOR REVISION OF AGENDA
RE-ORDER OF AGENDA ITEMS
ADDITIONAL OF DELETION OF ITEMS
APPROVAL OF AGENDA
APPROVAL OF MINUTES

ITEM	DESCRIPTION	ACTION TAKEN
87-3	Gymnasium Project	
87-10	Durango Park Committee Report	
87-23	Kiwinas Club--Request for Breakfast	
87-24	Consideration of Program Fees	
87-25	Attendance League of Cities Conference	
87-26	CAPRCBM Training Seminar	
87-28	Vandalism, Los Coyotes Park	
87-29	Consultants Presentation--Pee Wee Park	

STAFF REPORTS
CORRESPONDENCE
ADJOURNMENT

BELLAMY ADVISORY COMMISSION

Agenda Log

Metting date: 1-25-87

Item No.	Report Back Description	Report Back Action Taken	Follow-up By	Date	Completed
87-1	Election of Officers	Officers Elected Press Notice Needed	Staff	2-25, 1987	2-25-87
87-2	Considera-tion of Pool Fees	Accepted Staff Recommenda-tion	Staff to City Manager	2-25, 1987	2-25-87
87-3	Gymnasium Project	Established Project	Staff	3-25, 1987	3-25-87
87-4	Request for Speaker	John Gordon Volunteered	None		
87-5	Invitation to LA Basin Commission er's Meeting	2 Members, 1 Staff Will Attend	Commissioners Smith	4-25, 1987	
87-6	Budget Considerations	Set Study Session Dates	Staff	2-25, 1987	

PART SIX

FOUNDATIONS

18 - Small Group Dynamics
19 - Strategy for Action
20 - Evaluation

photo courtesy Northwest Outward Bound School

18 - SMALL GROUP DYNAMICS

The board in Park, Recreation and Leisure Services, generally speaking, is a small group. Accordingly, the scientific study of small groups applies to most boards. Marvin Shaw (1976:6) suggests that a small group could be defined in terms of one or more of the following characteristics:

Perception: The assumption that members of the advisory board are aware of their relationships to one another.

Motivation: The person serving on the advisory board does so in order that he or she may satisfy some need.

Goals: The goal in park, recreation and leisure services is satisfaction (that is why the member joined).

Organization: Certain values along with status and roles are seen as important in joining the advisory board.

All of the above elements include an important single concept: Interaction. Other important concepts in the group process are 1) The group has a common goal, 2) it has a structure and, 3) it has a lifespan.

Environments of the Board

There is more than one environment for board settings. The first obvious one is the physical environment: the building, room, chairs, table, and communication channels. Other environments are less obvious. For instance, the personal characteristics that each member brings are important determinants of the setting. This may be called the personal environment. Another is the social

environment which results from interpersonal interaction. Finally, the group's purpose constitutes the task environment.

A) The Physical Environment

The physical environment of the advisory board helps determine group processes which are essential for achieving collective action. The following points, which are above and beyond the obvious ones, should be taken into consideration:

Territoriality: A board member will appropriate a space and assume proprietary rights to it. Others will usually recognize these rights. Such recognition helps the smooth function of the board. For instance, an attorney on the board assumes the role of expert on all legal matters. If for some reason a member violates such a right, the person who claims the right may be able to ask for it. It is when a person with higher status, such as the chair-person, violates such a right that the normal pattern of interaction may be disrupted.

Other than personal territoriality, group territoriality should be respected. The professional staff in park, recreation, and leisure services must see that the board room is ready for the meeting and is not usurped by another function. The same for the chairs, tables, etc. The longer the board uses the room, the more adamant it will be for meeting in that room and only that room.

Personal Space: This space is relative to the person's physical presence. Personal space is carried about with the individual and not tied to a geographic location, as is the case in territoriality. Accordingly, a personal space should be respected and not invaded without permission. Even if

permission is granted, the "invader" should be careful of the social implications of close personal contacts. An interaction distance should be established. Such distance is found to be a function of culture. Studies show that while interacting Mexican Americans stand closest, Black Americans stand furthest apart, White Americans stand at an intermediate distance. Other studies show that this distance increases with age. If a personal space is invaded without permission, the person devises various techniques to guard against invasion. Their failure invokes discomfort, unease, and negative feelings -- the extreme of which is anger, (Shaw, 1976:24). It should be noted that personal space serves interpersonal functions as well. It establishes and communicates status differences.

Spatial Arrangements: Studies on spatial arrangement show that physical proximity and eye contact in conjunction with face-to-face arrangement facilitate cooperation. Accordingly, telephone conferences are not as satisfactory as face-to-face meetings. Spatial arrangements have a profound effect not only on the pattern of communications in the board, but also on its quality. For example, members facing each other around a rectangular table will tend to direct more comments to persons sitting opposite them than to those to either side. With a dominant board chair, the opposite may occur: more comments to neighbors than to those sitting opposite. Needless to say, the person sitting at the head of the table is usually perceived as the leader.

Communication Network: The member who occupies a central position in a communication network has a high probability of emerging as a leader. Centrality is measured

empirically by observing who is communicating with whom and for how long. If the chairmanship of the board is rotational, such a person will not become the chairperson automatically, but his influence upon the the board will be greater than the others. The board must be careful to examine its communication network. Occasionally research has shown that while the person or persons who occupy peripheral positions suffer from low morale. Centralized networks, those where communication is controlled, were compared to decentralized networks where communication is free. The former enhance leadership-emergence and organizational development, but impede efficient solutions and reduce members' satisfaction (and vice versa for the latter).

B) The Personal Environment

Individual characteristics of each board member influence the processes of the board in two ways. First, the characteristics of each member will determine his/her behavior and others' reaction to such behavior. Second, a unique combination of individuals' characteristics could surface.

Size of Board: An important element in the board's processes is its size. As the size of the board increases, the amount of time available for each member's participation decreases. On the other hand, too small a board does not have a good pool of skills to draw upon. Large boards become more structured and hierarchical. The reaching of consensus becomes increasingly difficult as the size of the board increases.

Biographical Elements: Age and sex are examples of biographical elements. With increasing age there is

selectivity of contacts. Conformity declines initially, but may increase at midlife. Previous studies have shown that women are more conforming than men due to cultural influences.

Abilities of Members: In general, if a member of the board has specific abilities that are related to its task or tasks, he/she will achieve satisfaction knowing that he/she is accorded a specific place on the board.

Personality Traits: Traits such as interpersonal orientation, social sensitivity, ascendant tendencies, dependability, and emotional stability are found to be related to active membership in groups.

C) The Social Environment

Board composition is a significant factor in its processes.

Board Capabilities: When board members have personal traits that predispose them to behave in a compatible way, the result is a congenital atmosphere where the members are relaxed, and the board functions better. Anxiety, tension, and dissatisfaction have the detrimental opposite effect.

Board Cohesiveness: This is the resultant of all the forces that make the members act as a unit on the board. Such cohesiveness results from quality interaction leading to conformity to the board's standards, which in turn, affects the board's synergy to the members' satisfaction.

Heterogeniety: Studies have shown that, contrary to common belief, boards that are heterogeneous in terms of personality profile usually perform more effectively. A variety of opinions, abilities, skills and perspectives lead to efficient board performances.

Power Structure: Although members of a board, excluding the chair, may theoretically have equal power, some members may perceive power as related to the weight given to the output of members. Tasks should be evenly distributed among members.

Leadership: Leadership on a board is assumed to be in the chairmanship. The chairperson's behavior depends not only on the occupant's personality, but also on the characteristics of the situation. The relationship-oriented leader usually has enough support to concentrate on the task, while the task-oriented leader may become concerned with building good interpersonal relationships.

D) The Task Environment

The goals of the advisory board in park, recreation and leisure services are generally agreed on, and they are listed in this volume. However, the board faces certain tasks to be performed so that these goals may be fulfilled.

The Board's Goals: A very serious question often asked by the board of its members is: "Do we have agreement on our goal(s) for the next five years, one year, or month?" Individual members may develop their own agenda. Bringing them into the fold becomes imperative. Try for a consensus.

Selection of Tasks: Once the board agrees on its goals for a specific period, the choice of a task by an individual member or by the board in toto is influenced by 1) past success or failure, 2) external pressure, 3) group-oriented motives, and/or 4) personal motives.

Task Analysis: Tasks of the board should be analyzed as to their degree of difficulty, the time consumed, the cooperation required within and outside the board, and the

importance of the task. Tied to task analysis is the question of the heterogeneity-homogeneity of the board's goals. Research in small group dynamics shows that homogeneity of the board's goals facilitates its functioning. It may be recalled that the same sources suggested a heterogeneity of the board's composition. To form a board that is heterogeneous in structure to work on homogeneous goals is not, in itself, an easy task (Shaw, 1976:304).

Issues and Problems

According to Sessoms and Stevenson (1981:58), all groups, such as boards, progress through various levels of functioning and share common elements of structure.

A) Levels of Group Functioning

It is crucial that the senior members on a board realize that board membership may be a new experience for a recently-joined member. His/her level of functioning depends on how the board is perceived. There are four levels of functioning in a group and by a group:

Stroking: This is no more than an exchange of amenities and niceties. It requires sending of messages of recognition and acceptance. Kidding, handshaking and smiling are examples of such gestures. Lots of stroking time is needed; the chair should allow for this.

Organizing: Once the need for stroking is fulfilled, the board gets down to business. Although the board has a formal structure, procedures must be carried out in such a way that the board may act and produce.

Producing: The board is now ready to move toward fulfilling an objective or two. Production takes many forms on a board concerned with park, recreation, and leisure

services in general. A motion, a resolution, and/or a decision are tangible examples of what a board may produce. Agreement, or consensus, could be an intangible example.

Creating: Creating is an extension of producing. When a member exclaims, "Where did the time go?" the board has been creating an awareness of time subsided. Meaningful discussion, a unique consensus, and a long-term goal may be the outcome of creating.

B) Board Problems

It is inevitable that the board will sometimes have problems functioning as a board. Most of the time the problems will be of a latent nature. Following are some of the possible causes of interpersonal conflicts in a group which can lead to dysfunctional difficulties.

Recognition: Members of a board fail to deal with the ego-needs of other members. One or two members may fail to give recognition to the right person. "Who suggested a joint powers agreement?" It was not X, it was Y, and that is why Y is feeling hurt.

Cliques: Boards should work hard to avoid the formation of cliques. Cliques are very destructive, particularly in newly formed boards. Also, the newly joining member may perceive the others on the board as a clique. Attention should be given to the level of functioning mentioned above.

Group Process: The speed and flow in the work of a board depends on information, time and feedback, as well as appropriate technique and pressure groups. The chairperson should ensure that enough information, allotted time, and adequate feedback are provided. The

right techniques, such as motions, discussion, tabling, etc. are all used. New members may view cliques, mentioned above, as pressure groups.

Dealing With Conflicts: Conflicts arise in all aspects of life. Yet, they can be utilized in generating synergy; otherwise; they could become very disruptive. There are two ways of handling conflicts.

Negative Approaches:

Blaming - "If it weren't for you..."
Placating - "I am sorry..."
Avoidance - "Scared, me scared?"
Irrelevance - How long since ballfields have been lined?"
Power - "The Bible says..."

Positive Approaches:

Power - "The Bylaws say..."
Rational - (deals with intellectual realm)
Human Relations - (combination of rational and affective)
Creative Exchange - (takes time)

Human Relation Problems: Human relationship problems arise from confusion over roles. A role may be defined as a perceived or actual position in a group. One expects, or assumes, that the role is rewarding, but what are the boundaries of a role? What are the mechanisms of the role? Some members may use a negative mechanism in acting out their role, such as: 1) aggressive behavior: when the member intentionally tries to lower another member's

status; 2) blocking : irrelevant digression takes place hampering the board's movement towards a goal; 3) domination: some members feel that they must have a say on every item on the board's agenda; 4) special interest pleading: sometimes a member uses this technique to make others feel guilty; 5) withdrawing: sometimes a member keeps his silence and shows disinterested behavior, which leads to negative results; 6) clowning: to get attention, some people resort to clowning. While it may reduce tension, continual clowning does not help smooth operation or enhance the board's performance.

Organizational Problems: A number of problems may arise in the board which emanate, not from members, but from the organizational aspects of the board. Following are some questions related to these aspects of the board: 1) Do members, particularly the recent ones, know the goals of the board? 2) Does the board have a system of sanctions? 3) How are board matters communicated to members? Is the method effective? 4) How is the board's morale? The judge of this is probably a neutral person.

Role of Chair: His/her role is essential in controlling some of the negative aspects plaguing the board. For example, sitting next to a domineering individual may help control him/her by a touch on the forearm. The chairperson could end an argument by summarizing the two opposing views. He/she can motivate recalcitrant individuals by calling on them. The chairperson can control the session by not pumping too quickly, yet not too slowly. The emotional tone of the meeting can be retained by taking a break at the peak. Finally, the chairperson can break cliques by separating them in seating.

19 - STRATEGIES FOR ACTION

Although there are functional differences among the three types of boards dealt with in this volume (administrative, policy-making, and advisory) they may also vary structurally according to the level (county, city, etc.) or type (public, private, and/or non-profit). Yet these varied boards share something in common. They must arrive at decisions. But arriving at a decision requires understanding of the process and mechanisms related to decisions.

Making Decisions

Making decisions is the most difficult task, since this is the *sine qua non* of the board. Decisions involve judgement based on information and reasoning. Yet the route for a sound decision is filled with difficulties. Perhaps within Drucker's (1981) four possibilities lie the clues as to how a board could make four decisions: a) the wrong decision about the wrong situation, b) the right decision about the wrong situation, c) the wrong decision about the right situation, and d) the right decision about the right situation.

The point is that identifying the real situation is as important as figuring out an answer. Since there is really no perfect solution to a given situation, compromise will be the final outcome. It is preferable to start by positioning the ideal answer and proceeding from there to the decision that has the greatest chance for success.

Steps in Decision-Making

Define the situation.

- What are the facts?
- How did this situation develop?
- How is the situation perceived?

Define the ideal state.

- Identify objectives related to the situation.
- Determine level of achievement.

Analyze the situation.

- Identify forces related to the situation.
- List forces according to contribution.
- Identify possible courses of action.
- List pros and cons of each course.

Make the decision.

- Implement the decision.
- Obtain feedback.
- Evaluate.

According to Jensen (1983), decisions should be made quickly and changed slowly, for when they are made slowly and changed quickly, the board's degree of success is very low. The same author warns against half measures, particularly if they are used as hedges against full measures that are really needed.

Obstacles to Decision Making

Human traits stand in the way of arriving at a desirable decision. Here is how personality characteristics of members on the board may affect the board's work, and possible remedies to be taken by the chair and other members to overcome these traits:

TRAIT	RELATION TO TASK	REMEDIES
Defensiveness	Prevents learning new material contrary to old ideas	Insight
	Prevents use of constructive criticism	Needs success
	Too much energy used to prove self right	Face-saving activity
Hypochondrias	Leads energy away from problems to bodily concerns	Insight into causes
	Emphasis on safety	Periodic physical reassurance. Conscious control. Nurturant supervision.
Depression	Tendency to doubt self's abilities	Medication
	Tendency to minimize findings	Review of strengths and weaknesses
	Lack of necessary enthusiasm	Insight
	Inability to influence others (lack of confidence)	Enthusiastic partner
Lack of Confidence	Can't tolerate dull aspects of task	Insight
	Preoccupation with money rather than problem solving	Control and discipline
	Laziness--not working for	Orderly partner

	rigorous solution	
	Not reason through to consequences of acts	
	Sells too much, too soon	
Suspiciousness	May tend to expend too much energy in protection	Insight
	May have too much pride to learn	Idea protection procedures
	May be too preoccupied with status	Give status and include persons in meetings
	May be too concerned about preventing criticism	Give platform to provide for status needs
Compulsiveness	May gather too much information before starting	Needs to learn how much information is enough
	May gather too much information during verification phase	May need help in termination and selling
	May not be able to "hurry" or "incubate"	Insight
	Very useful in the process	Needs understanding and tolerance
	Needs to be controlled and verbalized	Insight
	Output needs to be preserved	

Introversion	Often useful	Friends
	Poor at selling phase	Selling partner
	Shyness may become a matter of preoccupation	Insight
	May be nonverbal	Needs different "selling" devices
Emotional Control	Too high, may keep the person from showing enthusiasm others need	Insight
	May cause person to protect his/her ego too much--may be too mature for some phases of the process	Examples of emotion applauded
Dependency	Not a self-starter	Insight
	Waits for boss' ideas	Admits his depe-endency and searches for independence
	May resent working on other's ideas	Boss should set up new standards
Dominance	May be good at the selling phase	Insight
	May not hear good ideas from others	Applause
	May be too preoccupied with	Tolerance

	running things	
Ego Strength	Necessary to negotiate the process	If present, applaud. Insight into how others may not possess this strength
Anxiety Level	If too high, may lead to too much data gathering, verification, proneness to accept early solutions	Insight Reassurance Others maintain calmness
Manic tendencies	Generally good, but may not be accompanied by enough rigor during the preparation and verification stages	Insight. Control. Provision for excitement and change
	Impatience with dull aspects of the process	Patient partner

Small Group Techniques

A) Discussion

Discussion is widely accepted as a basic means of enhancing the democratic ideal. In order to ensure such an ideal, the chair must make sure that all members, particularly the novice, understand the board's goals and responsibilities. In other words, what is the level of function of the board (see Part Two)?

A review of previous sections would be useful in terms of seating (eye-to-eye) and time (convenient), etc. The chair should assure a friendly and warm atmosphere. He could enhance discussion by bringing everyone on the the board into it. On the other hand, discussion will be

enhanced if effective listening by everyone is observed. Effective listening is more than hearing another member talking; it involves the heart and the mind of the listener as well.

Discussion is the most often used technique of any board, and has to be utilized effectively. Following are some of the pitfalls to be avoided:

Avoid digressing: This does not mean that discussing peripheral matters related to the topic on hand should be discouraged, only that these peripheral matters should not become the focus of the discussion.

Hogging the Discussion: Some members feel that they know more about the topic, and continue to dominate the conversation. Their reactions, although not as insightful perhaps, are needed so that all members become fully aware of the situation.

Time Allotted: The chairperson should make sure that adequate time is available for the discussion of the topic or situation on hand, and that each member is allotted adequate time for his/her involvement.

It may be appropriate that the chair should, now and then, give a brief summary of all views and/or reactions of various members. This technique leads to synthesis--the possible outcome of any discussion that has varied views and orientations.

B) Buzz Sessions

When the board is faced with a situation to discuss within a very short period of time, the buzz session approach is an adequate technique. Everyone is given a slot of time to present his/her views. A possible variation is a

discussion with a meeting time limit, but no limit on individual meetings.

A time limitation technique is also very useful in public hearings conducted by the board. A public hearing on a particular situation or issue with a great number of attendees would be served well via this technique.

Sessoms and Stevenson (1981), suggest that when a public hearing attracts a large audience, the chair should divide the attendees up into small groups to discuss the issue and report back to the board. Each buzz group should be provided with the same information and time constraints, and each group should select one member to report.

20 - EVALUATION

Evaluation is the process through which the board determines its effectiveness. Evaluations can be formal as well as informal. Informal evaluation of the board should be a continual process, but it is useful for the board to conduct formal evaluations.

This chapter is concerned with evaluating the effectiveness of the board. It is not concerned with the effectiveness of the services with which the board is charged, nor is it concerned with the personnel of the park, recreation, and leisure services.

This does not mean that evaluating services and personnel is not in itself valuable. It is that such evaluation does not fall within the view of this volume. Evaluation of services and personnel will be found in the literature dealing with organization and administration of leisure services.

Studies have shown that boards are most effective in doing the following:

1) Increasing the flow of information between service recipients and their providers.

2) Effecting improvements in services and their delivery.

3) Insuring community control over services.

But other studies point to the many problems facing the effectiveness of citizen boards. This is usually reflected in the widespread frustrations reported by administrators, staff, and board members, alike. Parks (1980) summarized the types of problems plaguing citizen boards:

1) The board meetings are riddled with conflict and tension. Board members tend to bicker with staff and amongst themselves.

2) There is a tendency in boards to form cliques and factions. In the meantime, boards tend to coalesce around personal interest.

3) Board members often have great difficulty focusing on the task at hand. They tend to take off on tangents and side issues. Accordingly, movement in the board is very slow and painstaking.

4) Citizens boards are plagued with both poor attendance and high drop-out rates. Sometimes the necessary quorum is lacking.

According to Parks (1980), many citizens boards get stuck in what is know as the "storming" stage of group development. This stage is characterized by the unresolved issues of leadership, power control, group direction, and behavior exceptions. This, of course, has a direct negative effect on the board's effectiveness. The board's energy is directed at establishing the "rules." For the board to be effective, it must outgrow the "storming" stage.

Parks (1980) believes that many of the problems in citizens boards of social service agencies originated from or are exacerbated by a fundamental schism which exists between the boards and agency administration. While Parks is referring to nonprofit social service agencies, the same may be applicable to park, recreation and leisure service agencies, which are mostly public, and their administration is delineated by fiats. The schism between the board and administration may be attributed to broad categories of factors. The first category stems from basic

ideological differences between these two entities. The second category stems from an unequal distribution of resources.

The first category is related to the failure to develop mutually acceptable and clear definitions and boundaries. Each entity, be it the board or the administration, approaches each other with its own ideas and expectations. Persistent conflicts over roles, direction, and responsibility ensue.

An apparent source of conflict is the way in which the administration may view the board's function. This may differ from the way the board views itself. Some administrators look at the board as a "front." This is usually true in the case of the advisory board (see Part Two). In the meantime, the board may view itself as a mechanism of change, where services are more responsive to the community.

Glogow (1973) suggests that established services are inherently resistant to change. As time goes on, they become more conservative; their staff pursue safe, non-controversial paths, and become more concerned with the security of employees. Such attitudes may be indirect conflict with a pro-active board, even if this board is of an advisory capacity only. The conflict could be accentuated if the board is of an administrative capacity, accountable to a constituency of a somewhat militant orientation.

Langton (1978) proposes that some administrators tend to judge a citizens board in terms of cost-efficiency; the board is seen as a very inefficient operation that demands much of the staff's time and effort. Thus, they invest

minimally and are satisfied with minimal impact. Meanwhile, board members want to maximize their impact.

The second board category of factors leading to the schism between the board and the administration may result from disproportionate distribution of power and information. Even if the fiat were for an administrative board, many park, recreation and leisure agency administrators are reluctant to devolve power to the board. Even when an administrator finally succumbs to the legitimate demands of the board, the relationship remains suspicious and cautious.

Leinbach (1977) asserts that as a layman, the board member generally approaches his/her task with limited knowledge about what he/she is supposed to administer or advise. This leads to a dysfunctional working relationship, adding to the conflict. Here is a board member, supposedly in a position of power, having difficulty deciding where to start, what direction to take, and what steps are necessary to accomplish a task.

Boards in park, recreation, and leisure services should perform informal evaluations as continuous monitoring of their effectiveness. But, it may be necessary to conduct a formal evaluation, and in such a case, the following criteria should be used.

EVALUATION AND SELF STUDY OF A BOARD

Answer code: Y=yes; NW=needs work; U=uncertain; N=no

I. Organization	Y	NW	U	N
1) Duties and responsibilities of the board are clearly defined.				
2) Procedures for election (or appointment) of board members and their tenure are spelled out.				
3) Qualifications for membership on the board, along with duties and responsibilities, are spelled out.				
4) Term for chairmanship is clearly fixed.				
5) The board has committees, the responsibilities of which are understood by all members.				
6) Regulations concerning attendance and filling of vacancies are available.				
7) The board is involved in nominating and recruiting members.				
8) The board has an established written policy for its operation (such as Robert's Rules).				

II. Relations	Y	NW	U	N
1) Role and responsibilities of the board vis-a-vis the staff are clearly delineated.				
2) The administration has a clear understanding of the board's role.				
3) The board understands the role and duties of the administration.				
4) The board couducts public hearings now and then.				
5) The board makes a concerted effort to know staff members.				
6) The board conducts frequent visits to sites under its jurisdiction.				

III. Finance	Y	NW	U	N
1) The board approves (or is apprised of) the annual budget of the agency.				
2) Board members demonstrate clear understanding of financial reports.				
3) Board members understand their legal accountability and general responsibility.				

IV. Resouces	Y	NW	U	N
1) The board has a pre-service training program for new members.				
2) There is a board manual which is revised periodically and is available to each member.				
3) Board meetings are scheduled on a regular basis, with sufficient frequency.				
4) Board materials, including agenda and study documents, are mailed to members in sufficient time for review.				
5) Board meetings deal mainly with board matters.				
6) Routine matters are handled with dispatch.				
7) Minutes of board and committee meetings are recorded and circulated.				
8) The board has adopted a system of self-evaluation.				

Follow Up

An evaluation is useless unless a follow up is conducted to effect remedies. As is seen from the format provided above, when an item is checked as not-existing (N), the board should immediately work on rectifying the situation. A check of uncertainty (U) should also cause the board to act. When the item simply needs work (NW), the board can take its time.

APPENDICES

APPENDIX A

STATE AGENCIES DEALING WITH PARK AND RECREATION

Alabama	Department of Conservation Division of Water Division of State Parks, Monuments, and Historical Sites Division of Game and Fish Division of Seafoods Division of Outdoor Recreation
Alaska	Department of Natural Resources
Arizona	Game and Fish Commission State Parks Board Outdoor Recreation Coordinating Commission
Arkansas	Game and Fish Commission Department of Local Services Department of Parks and Tourism
California	Resources Agency Department of Parks and Recreation Department of Navigation and Ocean Development Department of Conservation Department of Forestry Department of Fish and Game Department of Water Resources
Colorado	Department of Natural Resources Division of Wildlife Division of Parks and Outdoor Recreation

Connecticut	State Department of Environmental Protection
Delaware	Department of Natural Resources and Environmental Control Division of Parks and Recreation Division of Environmental Control Department of Community Affairs and Economic Development Division of Economic Development Division of Historical and Cultural Affairs Department of Public Safety Department of Health and Social Services
Florida	Department of Natural Resources Division of Recreation and Parks Game and Fresh Water Fish Commission
Georgia	Georgia Department of Natural Resources Parks and Historic Division
Hawaii	Department of Land and Natural Resources Division of State Parks, Outdoor Recreation, and Historic Sites Division of Aquatic Resources Division of Forestry and Wildlife
Idaho	State Park and Recreation Board Fish and Game Commission
Illinois	Department of Conservation Division of Parks Division of Historic Sites Division of Land Management Division of Wildlife Resources Division of Fisheries

	Division of Forestry
Indiana	Department of Natural Resources Division of Fish and Wildlife Division of Forestry Division of State Parks Division of Reservoir Management Division of Nature Preserves Division of Museums and Memorials Division of Outdoor Recreation
Iowa	State Conservation Commission Division of Administration Division of Fish and Game Division of Land and Waters
Kansas	State Park and Resources Authority Kansas Fish and Game Commission Joint Council and Recreation
Kentucky	Department of Local Government Department of Fish and Wild Life Department of Parks Heritage Commission Division of Forestry Division of Special Programs
Louisiana	Office of State Parks Department of Culture, Recreation and Tourism
Maine	Department of Inland Fisheries and Wildlife Baxter State Park Authority Department of Conservation State Development Office
Maryland	Department of Natural Resources

	Capital Programs Administration
	Maryland Forest and Park Service
	Maryland Wildlife Administration
	Maryland Tidewater Administration
	Natural Resource Police Force
	Water Resource Administration
	Department of State Planning
	State Highway Administration
	Department of Economic and Community Development
Massachusetts	Department of Environmental Management
	Division of Fisheries and Game
	Division of Water Resources
	Division of Forests and Parks
	Division of Marine Fisheries
	Metropolitan District Commission Parks
	Engineering Division
	Department of Public Works
	Fisheries
	Forestry
	Wildlife
	Bureau of Water Management
	Water Development Service
	Commission on Pollution
	Air Pollution Control
	Solid Waste Management
Michigan	Department of Natural Resources
	Division of Recreation
	Division of Forestry
	Division of Fish and Game
Minnesota	Department of Natural Resources
	Division of Game and Fish
	Division of Parks and Recreation
	Division of Enforcement

	Trails and Waterways Unit
Mississippi	Mississippi Game and Fish Commission Mississippi Park Commission Mississippi Bureau of Outdoor Recreation
Missouri	State Conservation Commission State Department of Natural Resources State Tourism Commission
Montana	State Fish, Wildlife, and Parks Department
Nebraska	Game and Parks Commission
Nevada	Department of Conservation and Natural Resources Fish and Game Commission Division of Parks
New Hampshire	Department of Resources and Economic Development Division of Parks Fish and Game Department
New Jersey	Department of Environmental Protection Division of Parks and Forestry Division of Fish, Game, & Shellfisheries Division of Water Resources Division of Marine Services
New Mexico	Natural Resources Department Administrative Services Division Game and Fish Department
New York	Office of Parks, Recreation, and Historic Preservation Bureau of Recreation Services

	Operations and Maintenance
	Marine and Recreation Vehicles
	Historic Preservation
	Bureau of Historic Sites
	Department of Environmental Conservation
	Division of Lands & Forests
	Forest Recreation
	Environmental Education
	Winter Recreation
	Division of Fish and Wildlife
	Bureau of Recreation and Field Operation
North Carolina	Department of Natural and Economic Resources
	Grants Administration
	Division of Resource Planning and Evaluation
	Division of Parks and Recreation
	Division of Community Assistance
	Regional Offices
	Division of Economic Development
	Wildlife Resources Commission
North Dakota	State Parks and Recreation Department
	State Game and Fish Department
	State Forest Services
	State Water Commission
Ohio	Department of Natural Resources
	Division of Parks and Recreation
	Division of Wildlife
	Division of Forestry
	Division of Watercraft
	Division of Natural Areas and Preserves
	Office of Outdoor Recreation Services

Oklahoma	Department of Tourism and Recreation Division of State Lodges Division of State Parks Office of Outdoor Recreation and Planning Wildlife Conservation Department Fisheries Division Game Division
Oregon	Department of Transportation, Parks and Recreation Division Department of Fish and Wildlife Marine Board Fair Board Assistant to the governor, natural resources
Pennsylvania	Department of Community Affairs State Fish Commission State Game Commission Department of Environmental Resources
Rhode Island	Department of Natural Resources Division of Parks and Recreation Division of Forest Environmental Division of Fish and Wildlife Division of Caustal Resources Division of Planning and Development Division of Boating Safety
South Carolina	Forestry Commission Department of Parks, Recreation, and Tourism Wildlife and Marine Resource Department
South Dakota	Department of Game, Fish, and Parks Wildlife Division Parks and Recreation Division

	Custer State Park Division
Tennessee	Department of Conservation Division of State Parks Division of Forestry Division of Planning Division of Facilities Management Wildlife Resources Agency
Texas	Parks and Wildlife Department
Utah	Department of Natural Resources and Energy Outdoor Recreation Agency Division of Wildlife Resources
Vermont	Agency of Environment Conservation Planning Division Department of Forests, Parks, and Recreation Department of Water Resources and Environmental Engineering Water Resources Board Environmental Board
Virginia	Department of Conservation and Economic Development Division of Forestry Division of Parks Commission of Game an Inland Fisheries Commission of Outdoor Recreation
Washington	Department of Natural Resources State Parks and Recreation Commission Department of Game Interagency Committee for Outdoor Recreation

	Department of Fisheries
West Virginia	Department of Natural Resources Division of Game and Fish Division of Forestry Division of Parks and Recreation Division of Water Resources Division of Reclamation Public Land Corporation Department of Commerce Office of Federal-State Relations
Wisconsin	Department of Natural Resources Division of Forestry, Wildlife, and Recreation
Wyoming	Recreation Commission Game and Fish Commission Board and Charities and Reform Travel Commission

APPENDIX B

FEDERAL AGENCIES DEALING WITH PARK AND RECREATION

National Park Service
Headquarters Office
Interior Building
18th and C Streets NW
Washington, DC 20240

North Atlantic Region (Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey): 15 State Street, Boston, MA 02109

Mid-Atlantic Region (Pennsylvania, Maryland, West Virginia, Delaware, Virginia): 143 South Third Street, Philadelphia, PA 19106

National Capital Region (Washington, D.C., including nearby Maryland, Virginia, West Virginia): 1100 Ohio Drive SE, Washington, D.D. 20242

Rocky Mountain Region (Montana, North Dakota, South Dakota, Wyoming,Utah, Colorado): 655 Parfet Street, Box 25287, Denver, Colorado 80225

Western Region (Arizona, California, Nevada, Hawaii): 450 Golden Gate Avenue, Box 36063, San Francisco, CA 941020

Southwest Region (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee, Puerto Rico, Virgin Islands): 1895 Phoenix Boulevard, Atlanta, GA 30349

Midwest Region (Indiana, Michigan, Wisconsin, Illinois, Minnesota, Iowa, Missouri, Nebraska, Kansas): 1709 Jackson Street, Omaha, NE 68102

Pacific Northwest Region (Alaska, Idaho, Oregon, Washington): 601 Fourth Street, Pike Building, Seattle, WA 98101

U.S. Forest Service
Chief Forester's Office
Department of Agriculture
Independence Avenue
Washington, DC 20240

Region 1 (Northern): Federal Building, Missoula, MT 59807

Region 2 (Rocky Mountain): 11177 West Eighth Avenue, Box 25127, Lakewood, Co 80225

Region 3 (Southwestern): Federal Building, 517 Gold Avenue, SW, Albuquerque, NM 87102

Region 4 (Intermountain): Federal Office Building, 324 25th Street, Ogden, UT 84401

Region 5 (California): 630 Sansome Street, San Francisco, CA 94111

Region 6 (Pacific Northwest): 319 SE Pine Street, Box 3623, Portland, OR 97208

Region 7 (Southern): Suite 800, 1720 Peachtree Road, NW, Atlanta, GA 30309

Region 8 (Eastern): Clark Building, 633 West Wisconsin Avenue, Milwaukee, WI 53203

Region 9 (Alaska): Federal Ofice Building, Box 1628, Juneau, AK 99801

Bureau of Land Management
Office of the Director
U.S. Department of the Interior
Washington, DC 20240

Denver Service Center
Denver Federal Center
Building 50
Denver, Co 80225

State Offices:

Alaska: 555 Cordova Street, Anchorage, AK 99501

Arizona: 2400 Valley Bank Center, Phoenix, AZ 85073

California: Federal Office Building, 2800 Cottage Way, Sacramento, CA 95825

Colorado: Room 7000, State Bank Building, 1600 Broadway, Denver, CO 80202

Idaho: 398 Federal Building, 550 West Fort Street, Boise, ID 83724

Montana: Federal Building, 222 North 32nd Street, Billings, MT 59107

Nevada: 3008 Federal Building, South Federal Place, Santa Fe, NM 87501

New Mexico: Federal Building, South Federal Place, Santa Fe, NM 87501

Oregon and Washington: 729 NE Oregon Street, Portland, OR 97208

Utah: Federal Building, 125 South State, Salt Lake City, UT 84147

Wyoming: Federal Center, Cheyenne, WY 82001

Eastern States Office: 7981 Eastern Avenue, Silver Spring, MD 20910

Bureau of Indian Affairs
Office of the Director
1951 Constitution Avenue NW
Washington, DC 20245

Federal Highway Administration
Office of the Director
U.S Department of the Interior
Washington, DC 20240

Pacific Northwest Region: Box 043, U.S. Court House, 550 West Fort Street, Boise, ID 83724

Mid-Pacific Region: 2800 Cottage Way, Sacramento, CA 95825

Lower Colorado Region: Box 427 Boulder City, NV 89005

Upper Colorado Region: Box 11568, Salt Lake City, UT 84111

Southwest Region: Herring Plaza, Box H-4377, Billings, MT 59103

Lower Missouri Region: Building 20, Denver Federal Center, Denver, CO 80225

U.S. Army Corps of Engineers
Office of the Chief of Engineers
Pulaski Building
20 Massachusetts Avenue
Washington, DC 20314

Lower Mississippi Valley Division: Box 80, Vicksburg, MS 39187

Missouri River Division: Box 103, Downtown Station, Omah, NE 68187

North Atlantic Division: 536 South Clark Street, Chicago, IL 60605

North Pacific Division: 220 NW Eighth Avenue, Portland, OR 97209

Ohio River Division: Box 1159, Cinncinnati, OH 45201

Pacific Ocean Division: Building 230, Fort Shafter, HI, APO San Francisco, CA 96558

South Atlantic Division: 510 Title Building, Atlanta, GA 20202

South Pacific Division: 630 Sansome Street, San Francisco, CA 9411

Southwestern Division: Main Tower Building, 1200 Main Street, Dallas, TX 75202

Tennessee Valley Authority
Headquarters Office
400 Commerce Avenue
Knoxville, TN 37902

Soil Conservation Service
Headquarters Office
Department of Agricultlure
Box 2890
Washington, DC 20013

United States Fish and Wildlife Service
Office of the Director
U.S. Department of the Interior
Washington, DC 20240

Pacific Region (Hawaii, California, Idaho, Nevada, Oregon, Washington): 1500 Plaza Building, 1500 NE Irving Street, Portland, OR 97208

Southwest Region (Arizona, New Mexico, Oklahoma, Texas): Federal Building, U.S. Post Office and Court House, 500 Gold Avenue SW, Alburquerque, NM 87103

North-Central Region (Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin): Federal Building, Fort Snelling, Twin Cities, NM 55111

Southeast Region (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee): 17 Executive Park Drive, Atlanta, GA 30329

Northeast Region (Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia): McCormack Post Office and Courthouse, Boston, MA 02109

Alaska Area: 813D Street, Anchorage, AK 99501

Denver Region (Colorado, Iowa, Kansas, Missouri, Montana, Nebraska, North Dakota, South Dakota, Utah, Wyoming): 10597 Sixth Street, Denver, Colorado 80225

APPENDIX C

FEDERAL ACTS ON PARKS AND RECREATION

Creation Act of 1891. Forest Service. Created the original national forest reserve.

Lacey Act of 1900. Fish and Wildlife Service. Established the Department of the Interior as the federal agency responsible for the government's role in the management of fish and wildlife. Also placed controls on interstate shipment of game.

Reclamation Act of 1902. Bureau of Reclamation. Intiated the reclamation program that has since resulted in the construction of hundreds of water management projects in the western states.

Forest Service Act of 1905. Forest Service. Created the U.S. Forest Service as the manageing agency of the national forest reserve.

Antiquities Act of 1906. National Park Service. Gave the president the power to establish national monuments on public lands by proclamation.

Weeks Act of 1911. Several agencies. Enabled government purchase of lands to protect navigable streams. Most of the forest reserve in the eastern states has been acquired under this act.

Term Lease Law of 1915. Forest Service. Authorized the Forest Service to issue long-term leases for summer homes, hotels, concessions, and other recreation and resort facilities.

National Park Service Act of 1916. National Park Service. Created the National Park Service as the managing agency of the areas in the national park system.

Migratory Bird Treaty Act of 1918. Fish and Wildlife Service. Provides various controls for the protection of migratory birds.

Recreation and Public Purposes Act of 1926. Department of the Interior. Authorizes exchange, sale, or lease of federal lands to states and political subdivisions for recreational purposes.

Migratory Bird Conservation ACt of 1929. Fish and Wildlife Service. Enhanced the development and management of migratory bird refuges.

Shipstead-Newton-Nolan Act of 1930. Forest Service. The act was landmark legislation for forest recreation. It applied only to northern Minnesota, but it set a precedent for the protection of aesthetic qualitities for forest lakes by prohibiting leasing or timber harvest within 400 feet of the shorelines. The policy now applies extensively to both national and state forests.

Tennessee Valley Authority Act of 1933. Tennessee Valley Commission. Established the TVA for the purpose of developing and managing Tennessee Valley water projects.

Fish and Wildlife Coordination Act of 1934. Amended in 1958. Fish and Wildlife Services. Requires that wildlife conservation receive equal consideration and be coordinated with other features of water-resoruce development.

Historic Sites Act of 1935. National Park Service. Broadened the president's power to add historic sites to the national park system by proclamation.

Migratory Bird Hunting Stamp Act (Duck-Stamp Act) of 1934. Fish and Wildlife Service. Requires a fee for all persons over the age 16 who hunt waterfowl. The funds have helped substantially toward the expansion of refuges.

Park, Parkway, and Recreational Studies Act of 1936. National Park Service. Directed the National Park Service to do a comprehensive study of public park and recreation areas and programs of the nation, the individual states, and their political subdivisions. The results were used in planning and coordination efforts.

Flood-Control Act of 1936. Corps of Engineers. Established a national flood-control policy with specific guidelines for implementation.

Pittman-Robertson Act of 1937. Fish and Wildlife Service. Established an excise tax on sporting arms and ammunition. The proceeds go to state wildlife agencies for wildlife management.

Flood-Control Act of 1944. Corps of Engineers. Greatly expanded the Corps' responsibilities for providing recreational facilities at civil works projects.

Surplus Property Act of 1944. Several agencies. Allows the sale of federal property at 50% of appraised value to states and political subdivisions for park and recreation purposes.

Dingell-Johnson Act of 1950. Fish and Wildlife Service. Established a manufacturer's excise tax on fishing

equipment. The revenue is used by states for fishery management.

Refuge Recreation Act of 1952. Fish and Wildlife Service. Allows development of lands adjacent to refuges and hatcheries for recreational use.

Recreation and Public Pruposes Act of 1954. Department of the Interior. Expanded the provisions of the Recreation and Public Purposes Act of 1926. Increased the sale and lease program of public lands to public and quasi-public organizations for recreational purposes.

Watershed-Protection and Flood-Prevention Act (Small-Watershed Act) of 1954. Soil Conservation Service. The act authorized the participation of the federal government in small-watershed management projects and enabled financial assistance to enhance urban planning and development, and to acquire and build park and recreation facilities and urban open spaces.

Housing Act of 1954. Sections 701, 702, and 704, as amended. Department of Housing and Urban Development. Contains provisions for federal government financial and technical assistance to enhance urban planning and development, and to acquire and build park and recreation facilities and urban open spaces.

Fish and Wildlife Act of 1956. Fish and Wildlife Service. Established the Fish and Wildlife Service in approximately its present form and enlarged the participation of the federal government in wildlife management.

Colorado River Storage Act of 1956. Bureau of Reclamation. Directed the Secretary of the Interior to give more attention to the recreation and wildlife potential of reservoir projects. This has set a precedent with

reclamation projects that has greatly benefited water-based recreation in the West.

National Wildlife Refuge System Administration Act of 1956. Fish and Wildlife Service. Describes and refines federal policy with respect to the national wildlife refuge system.

Outdoor Recreation Resources Review Act of 1958. Congress. The act established the Outdoor Recreation Resources Review Commission and clarified the comission's assignments.

Multiple-Use Sustained-Yield Act of 1960. Forest Service. Clarified and further defined the concept that national forests are to be administered on a multiple-use basis with five primary uses-outdoor recreation, watershed, range, timber, and fish and wildlife.

Senate Document Number 97 of 1962. Water Resources Agencies. Specifies that full consideration be given to outdoor recreation and fish and wildife enhancement in the planning and development of water-resources projects.

Air Pollution Control Act of 1963. (now amended and called the Clean Air Act). Environmental Protection Agency. Defines the clean air expectations and requirements, and explains procedures toward the attainment of these goals.

Wilderness Act of 1964. Forest Service, Park Service and certain other agencies. Established the national wilderness system and place numerous areas already designated as wilderness into the system.

Small Reclamation Projects Act of 1964. Bureau of Reclamation. Provides for federal financial and technical assistance for nonfederal public agencies to construct small

waterprojects, and provides for recreation planning and development in connection with the projects.

Economic Opportunity Act of 1964. Department of Labor. Provides federal assistance for various kinds of training and work programs, some of which have significant impact on the development of recreation areas and facilities.

Highway Beautification Act of 1964. Department of Transportation. Furnishes specific guidelines and the framework for significant funding for the beautification of the nation's highways.

Public Land Law Review Act of 1964. Congress. Established the Public Land Law Review Commission and specified its assignments. The commission's work has had significant influence on the land-use policies of the federal government.

Land and Water Conservation Fund Act of 1965. National Park Service. Provides additional sources of revenue and appropriated funds for outdoor recreation and enhanced planning procedures for recreation. The fund applies to several agencies of government at the various government levels. It is one of the most significant pieces of outdoor-recreation legislation ever enacted.

Federal Water Projects Recreation Act of 1965. Federal water-resources agencies. Specifies that full consideration shall be given to recreation and fish and wildlife enhancement in connection with all federal water-resources projects.

Water Quality Act of 1965. Environmental Protection Agency. Specifies the responsibility of assuring an adequate supply of water suitable in quality for recreation and the propagation of fish and wildlife.

National Historic Preservation Act of 1966. National Park Service. Authorizes matching grants to states and to the National Trust of Historic Preservation. To participate, a state must have a current comprehensive plan for historic preservation.

Air Quality Act of 1967. (Clean Air Act) as amended. Environmental Protection agency. Describes air-quality standards and the procedures for implementation of the act.

National Trail System Act of 1968. National Park Service. Established the framework for the development of a National Trail System and designated two trails for initial inclusion.

Estuary Protection Act of 1968. Department of the Interior. Designed to help control or prevent the continuing destruction of estuaries in the United States.

Wild and Scenic Rivers Act of 1968. Park Service, Forest Service, and other agencies. Established the national wild and scenic rivers system and designated certain rivers as initial entries in the system.

National Environmental Policy Act of 1969. Environmental Protection Agency. Among other elements, the act furnishes guidelines and requirements concerning environmental protection of land and water resources administered by federal government agencies.

Environmental Education Act of 1970. Department of Education. Encourages new and improved curricula and methods to enhance environmental quality and maintain ecological balance. Has application for a large number of agencies concerned with environmental education.

Federal Boat Safety Act of 1972. Department of the Interior. Provides regulations and guidelines to enhance boat-safety education and enforcement.

Water Pollution Control Act of 1972. Environmental Protection Agency. Among other provisions, the act specifies that water-quality planning must include consideration of water recreation.

Endangered Species Act of 1973. Fish and Wildlife Service. Designed to protect and propagate endangered and threatened species of animals and plants.

Forest and Range and Renewable Resources Planning Act of 1974. Forest Service. To improve planning and management by the Forest Service, including planning and management for recreation.

National Forest Management Act of 1976. Forest Service. Provides improved management guidelines and priorities for the national forests.

Federal Land Policy and Management Act of 1976. Bureau of Land Management. Clarifies the land-mangement policies to be implemented by the Bureau of Land Management.

Urban Park and Recreation Recovery Act of 1978. National Park Service. Provides matching grants to local governments in designated urban areas to rehabilitate existing recreation facilities and to demonstrate innovative approaches in park and recreation management.

National Parks and Recreation Act of 1978. National Park Service. Clarifies that it is the policy of Congress to preserve wilderness, enhance wildlife conservation, and improve park and recreation values of real property owned by the United States.

Alaska National Interest Lands Conservation Act of 1980. National Park Service. Altered boundaries of previously established units and redesignated several units as national parks and national preserves. The act greatly enlarges the size of the national park system.

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GLOSSARY

ABDICATION: The act of giving up an office, authority or function.

AD HOC: For this specific purpose.

ADVISE and CONSENT: The making of recommendation and/or giving permission to a course of action to be taken by an executive branch.

ADVISORY: Empowered to advise, to inform, or to consider.

BOARD MEMBER: To serve as an individual in a group charged with either an advisory, administrative, or legislative tasks.

COMMISSION MEMBER: To serve as an individual in a group authorized to perform certain duties be they advisory, administrative, or legislative.

COMMITTEE MEMBER: To serve as an individual in a group charged with a specific task either permanently or for a period of time.

CONSULTANT: A person who gives professional or technical advice.

DELEGATION: To entrust a person or persons to act as agents or representatives.

FEEDBACK: The act of imparting information at the proper phase of a particular process or function.

GOVERNING BODY: The established authority which exercises control over a specific public domain.

GUIDELINES: Written instructions intended to show the way and/or direct the course of action.

INPUT: Information that is fed, inserted, or given at an appropriate phase of a process.

LAY-ON-TABLE: To set aside temporarily.

LEGISLATOR: A member of an assembly who is empowered to propose laws, act on bills and see that they are enforced.

MAJORITY: More than half of those voting.

MINUTE: A record of a piece of business transacted at a meeting. Minutes should be characterized by objectivity.

MOTION: A proposal that something must be done. Motions may be main, subsidiary, privileged and incidental.

MOVE: To propose a motion. The proposer should say, "I make a motion..."

NOMINATION: A proposal of a person's name for an office.

OBTAINING THE FLOOR: Securing permission or recognition from the chairperson to speak to the assembly.

OLD BUSINESS: Business that was not completed when the last meeting adjourned.

ORDERS OF THE DAY: The agenda or order of business for a meeting.

OUTRANK: When one motion takes precedence over another, it is said to outrank it.

PENDING QUESTION: A motion before the house which has not been disposed of.

PLURALITY: A plurality vote is less than half of the legal votes cast but is the highest number of votes received when three or more candidates vie for one position.

POINT OF INFORMATION: Question concerning the effect of background on or content of a motion as distinguished from parliamentary inquiry, which is a request for information on parliamentary procedure.

POINT OF ORDER: If parliamentary rules are not applied properly, a member may arise and request that the error be corrected, thus, "Mr. Chairperson, I rise to a point of order."

PRECEDENCE: The rank of motions which establishes the order in which they are to be acted upon.

PREVIOUS QUESTION: Obsolete terminology that calls for an immediate vote. If a member moves the previous question, he is moving to put the immediately pending question to vote without further debate.

PROGRESS IN DEBATE: Debating a motion at length, receiving an amendment thereon, or disposing of a motion may constitute progress in debate. Objection to consideration of a motion is not permitted after progress in debate.

PROXY: A person authorized to act or vote for another.

QUORUM: Number of persons required to be present at a business meeting before business can be conducted regularly.

RECOGNIZE: The Chair recognizes a member by calling his name or nodding to him. Recognition gives the member the floor.

RESTRICTED DEBATE: Debate which is limited to the advisability of the proposed motion in relation to the main motion. For example, the motion to refer to committee may be debated as to the advisability of referring the motion in question to committee. The motion in question must not be debated when referral to committee is the immediately pending question.

SECOND: To agree with the proposer that a motion should be considered, by saying, "I second the motion."

SERIATIM: Considering a matter by paragraphs, sections, or other divisions,one by one, successively, is considering them seriatim.

SINE DIE: Without delay. Adjournment without naming a time at which to meet again.

SLATE: List of candidates for election.

SUBSIDIARY MOTION: Motion made while a main motion is pending to facilitate discussion of the main motion.

SUSPENDING THE RULES: Waiving regular parliamentary procedure for the convenience of an assembly. Provisions of the constitution or bylaws cannot be suspended.

TAKE FROM THE TABLE: Resume consideration. It returns a question to the floor after it has been laid on the table (See Lay on the Table)

VIVA VOCE: By voice. Voting Viva Voce means voting by word of mouth. The chair orders, "All in favor say 'Aye'." After the affirmative vote has been given, the chair then says, "All opposed say 'No'."

YIELD: This term has two meanings. First, it relates to precedence of motions. A motion of lower precedence must yield or give way to one of higher precedence. It is also used in the sense that a speaker who holds the floor may yield it to another member.

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The American Association for Leisure and Recreation is a voluntary professional organization dedicated to the development of school and community programs of leisure services and recreation education. It is one of six associations making up the American Alliance for Health, Physical Education, Recreation, and Dance. The intelligent use of leisure time and the acknowledgement of its importance to the citizenry is one of society's greatest challenges. AALR hopes to meet this challenge through the implementation of program goals which include:

- To encourage professional involvement and exchange.
- To monitor recreation legislation and to render consultation at the request of legislators.
- To disseminate information on topics of current interest in leisure and recreation.
- To maintain liasons with organizations having allied interests in leisure and recreation.
- To support, encourage, and provide guidance to members in the development programs of leisure services.
- To facilitate communication between professionals and the lay public, between the schools and the community.
- To create opportunity for professional growth and development.
- To nurture the conceptualization of a philosophy of leisure through curriculum development and professional preparation.

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